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PLANNING AND DEVELOPMENT DEPARTMENT
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C&N/West Central
July 3, 1985

To: Land Use Committee

Subject: Goals and objectives for the future development of the Massey Ferguson lands.

Origin: Land Use Committee meeting on 8 May 1985. (c71luc85374:27)

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Comments:

1. Summary

Your Committee instructed me to consult with the public on an appropriate set of goals and objectives for the future of the Massey Ferguson lands. I was requested to report to your Committee upon completion of this public consultation process, indicating the nature of the public response to various development alternatives and recommending a final set of goals and objectives. This report responds to your Committee's requests and contains a revised set of goals and objectives for consideration and possible recommendation to Council.

The report describes potential redevelopment of the Massey lands in terms of the issue areas identified in my earlier Preliminary Report to your Committee. It suggests a possible streets and blocks plan that is designed to facilitate incremental development, provide internal access, incorporate certain elements of the existing building fabric and allow adequate external access. It recommends a balanced range of uses on the lands, including manufacturing activity and limited housing. The site should continue to have a primary industrial focus.

The report suggests height limits for future buildings on the lands. It discusses an appropriate overall density of between 4.0 and 5.0 times the lot area, which would appear to result in a reasonable built form, be in keeping with surrounding development and be compatible with the capacity of the local transportation system. This density figure also recognizes that the use list now under consideration includes more intensive uses (including commercial and quasi-commercial activities) than those to which the existing zoned density limit applies.

The report notes that much has yet to be finalized respecting the development prospects of the Massey lands. It recommends an implementation strategy that stresses incremental development within an evaluative framework that allows for flexibility and

revision as the results of initial development become known. The report recommends that further studies give priority to three areas about which there is particular uncertainty: the range and specific types of uses proposed for the site; the physical design and employment characteristics of computer related industry; and the likely impact of redevelopment on the regional road capacity.

The report also summarizes public response to these planning ideas. Representatives of Massey Ferguson advocate higher buildings, greater density and more flexibility in the uses permitted on the site. Neighbouring industrialists are concerned that access to their properties be preserved and that the City's industrial policies not be weakened by introducing residential uses on the Massey site. A number of area residents criticize the overall scale of the proposal and are particularly apprehensive about possible traffic impacts. Organized labour, while generally supporting measures that result in job creation, argue that the existing jobs at Massey Ferguson should continue for as long as possible and that new employment generation should include opportunities for the traditional work force and other people living in the area.

2. Background

My 7 December 1984 report to the Economic Development Committee described some of the economic and land use planning issues related to the Massey Ferguson industrial complex on King Street West. A good portion of the 11 hectare site is presently underutilized and its future is uncertain as Massey Ferguson itself is undergoing a period of corporate restructuring and financinal consolidation. The City has a keen interest in working with Massey on the possible redevelopment of its lands, however, and my report recommended a three part strategy for addressing future development. These recommendations were adopted by the Economic Development Committee at its 14 December 1984 meeting.

The approved planning strategy for the Massey site calls for an initial economic development focus on the future development of the lands, followed by a concept plan which deals with the land use implications of this type of development. The third step in the planning strategy is the preparation of a final recommendations report containing any necessary Official Plan and Zoning By-law recommendations.

At the Economic Development Committee's 15 February 1985 meeting, the IBI Group, acting on behalf of Massey Ferguson, presented a suggested economic focus for the Massey lands. This suggestion envisions the development of technology intensive industries on the site with a special emphasis on computer related activities and services. The Economic Development Committee requested me to

report back to it on the economic implications of Massey Ferguson's proposal and concurrently to begin preparing a submission to the Land Use Committee respecting an appropriate concept plan.

My 22 March 1985 report to the Economic Development Committee generally concurs with the proponents' economic proposal and recommends that the concept of technology intensive development on the Massey Ferguson lands be endorsed. The Economic Development Committee approved this recommendation at its 19 April 1985 meeting and endorsed the principle that there is an economic development potential for the lands of approximately 17,000 jobs. The Committee recommended, however, that the final scale of permitted development to realize this potential be determined through further study of matters such as the appropriate list of industrial uses, the impact on surrounding areas, and the services and infrastructure required.

In my preliminary report to your Committee on a concept plan for the Massey Ferguson lands (23 April 1985), I identify in greater detail the land use issues that will have to be resolved in preparing a redevelopment scheme for the site. The report suggests that a set of goals and objectives for the lands be established in order to guide further work on a concept plan. The report contains a preliminary set of goals and objectives which is intended to form a focus for public discussion.

On 8 May 1985, your Committee approved with amendments the recommendations of my 23 April 1985 report. In doing so, your Committee instructed me to hold public meetings to discuss an appropriate set of goals and objectives for the future of the Massey Ferguson lands and to discuss alternative methods of implementing these goals and objectives. I was also requsted, upon completing this public consultation, to report to your Committee on a final set of goals and objectives and on the public response to the development alternatives presented.

Since your 8 May 1985 meeting, planning staff have met on a number of occasions with representatives of Massey Ferguson in developing a final set of goals and objectives for the redevelopment of Massey Ferguson's property. Staff prepared a set of plans and a model that illustrate possible development scenarios for the lands. These displays were the subject of discussion at the West Toronto Industrial Coordinating Committee, a meeting arranged with representatives of Inglis, two public meetings held in the area on 20 June and 24 June 1985 and at a meeting arranged with representatives of organized labour. The remainder of this report explains the work done to date by planning staff and describes the public reponse that has been received.

3. Towards a Concept Plan

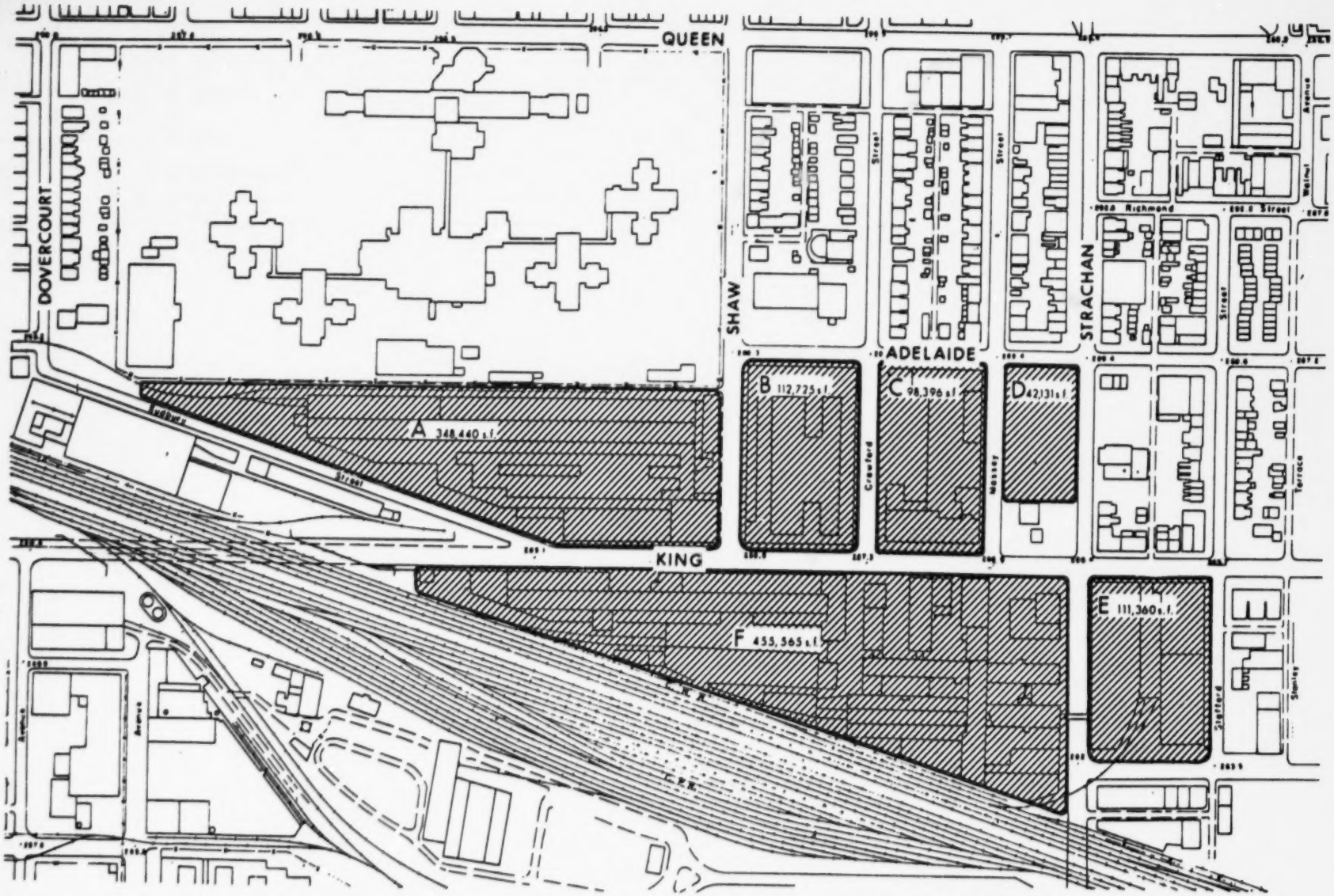
The economic development focus for the Massey Ferguson lands, which was proposed by the owners and endorsed by the Economic Development Committee, represents a unique approach to the redevelopment of a large inner city industrial site. There are no examples of "high tech" industrial parks of the proposed magnitude in the central areas of other Canadian or American cities. The types of industry and computer related activity being suggested for the Massey lands are typically either scattered in discrete locations near the urban core or are clustered in low density, extensive developments in suburban and exurban locales. Developing a land use concept plan for the "technology business centre" proposed by Massey Ferguson is challenging simply because we do not have the experiences of other developments in Toronto or elsewhere to which we can refer.

Planning staff have approached the challenge of preparing an appropriate land use concept plan by analysing the existing situation and anticipating the changes that will be necessary and desirable to accommodate increasing levels of development. This step-by-step approach has been useful in identifying potential areas of concern and in developing strategies that respond to these constraints. It cannot be overemphasized, however, that we are at a preliminary stage in this planning exercise. We do not yet have a clear and detailed understanding of the specific uses likely to locate on the site. We cannot forecast with certainty the level of investment interest in the redevelopment scheme and how this is likely to be translated into construction activity. We do not know, therefore, how rapidly the site will be redeveloped and to what ultimate intensity.

Given this environment of uncertainty, I feel that it is appropriate to proceed with some degree of caution, focussing first on those aspects of the scheme of which we are most sure of the planning implications. The scenarios that are developed in the following discussion are more illustrative than prescriptive, but nonetheless demonstrate important planning principles that, in my view, should be reflected in any detailed planning of the site's future. This material formed the basis of staff presentations to the industrial community, local residents and organized labour. The goals and objectives in Section 8 of this report flow directly from the illustrations to follow and from the public respnse to these ideas.

3.1 Conservation Objectives

The logical starting point in developing a concept plan for the Massey Ferguson lands is what presently exists on the site. Figure 1 identifies the Massey land holdings. The blocks on the



LAND OWNERSHIP

MASSEY FERGUSON LANDS

1

LANDS OWNED BY MASSEY FERGUSON

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south side of King Street contain mostly vacant buildings while manufacturing and related office functions continue in more modern buildings on the north side. Block "D" between Massey Street and Strachan Avenue is used as an employee parking lot. In order to facilitate proper access and servicing and to permit incremental development, the existing pattern of blocks must be subdivided into more manageable development parcels. In developing a new streets and blocks plan, consideration must also be made of the surrounding block pattern, the location of structures now standing on the site, and the requirements of external access to the lands.

As illustrated in Figure 2, the buildings on most of the blocks form a fairly compact and dense arrangement, with minimal setbacks from the abutting streets. This pattern reflects the fact that the overall industrial complex has developed in an organic fashion, beginning on the south side of King near Strachan Avenue and proceeding west and east and finally to the north side of King in more recent years. The resultant building forms and interstitial open spaces effectively document a century of industrial development and evolution on the Massey lands.

Most of the buildings on the site are not immediately useable for the new industrial uses being contemplated. The older structures on the south side of King were clearly not designed with the needs of modern industry in mind and, in addition, are generally in rather poor physical condition. While efficient redevelopment of the lands along the lines suggested may ultimately require many of the existing structures to be demolished and replaced by new buildings, there are nonetheless important elements in the complex that merit conservation and incorporation into new development.

The historic Massey office headquarters building at 915 King Street West is listed by the Toronto Historical Board. In addition, the Managing Director of the Historical Board has advised me that the Board is "most interested in the complex of buildings in terms of their built form and their contextual significance." He has asked to be consulted during the planning process that is underway.

I have identified in bold outlines on Figure 2 the Massey historic office building and other building features in its vicinity that I feel should be conserved. Incorporating these elements into new development on the site will ensure some built form continuity with the past and present. This will hopefully condition the form and design of new development. By respecting their architectural antecedents, new structures on the site can be better integrated into the surrounding building fabric and have less of a disruptive effect on the established industrial community. The new streets and blocks plan should recognize these conservation objectives.

3.2 Transportation Issues

Redevelopment to the level of intensity envisioned by the Economic Development Committee will have marked effects on regional and local transportation patterns. The potential of 17,000 jobs existing on the site should be seen in perspective. Employment on the site over the last decade peaked at under 2,000 workers and is presently in the neighbourhood of 400. If the lands are redeveloped to the potential being suggested, the site will effectively form a new regional centre of the same order of magnitude as North York Centre (16,177 jobs), Scarborough Centre (15,816 jobs) and Yonge/Eglinton (19,569 jobs). Centres of this scale have typically been concentrations of office employment.

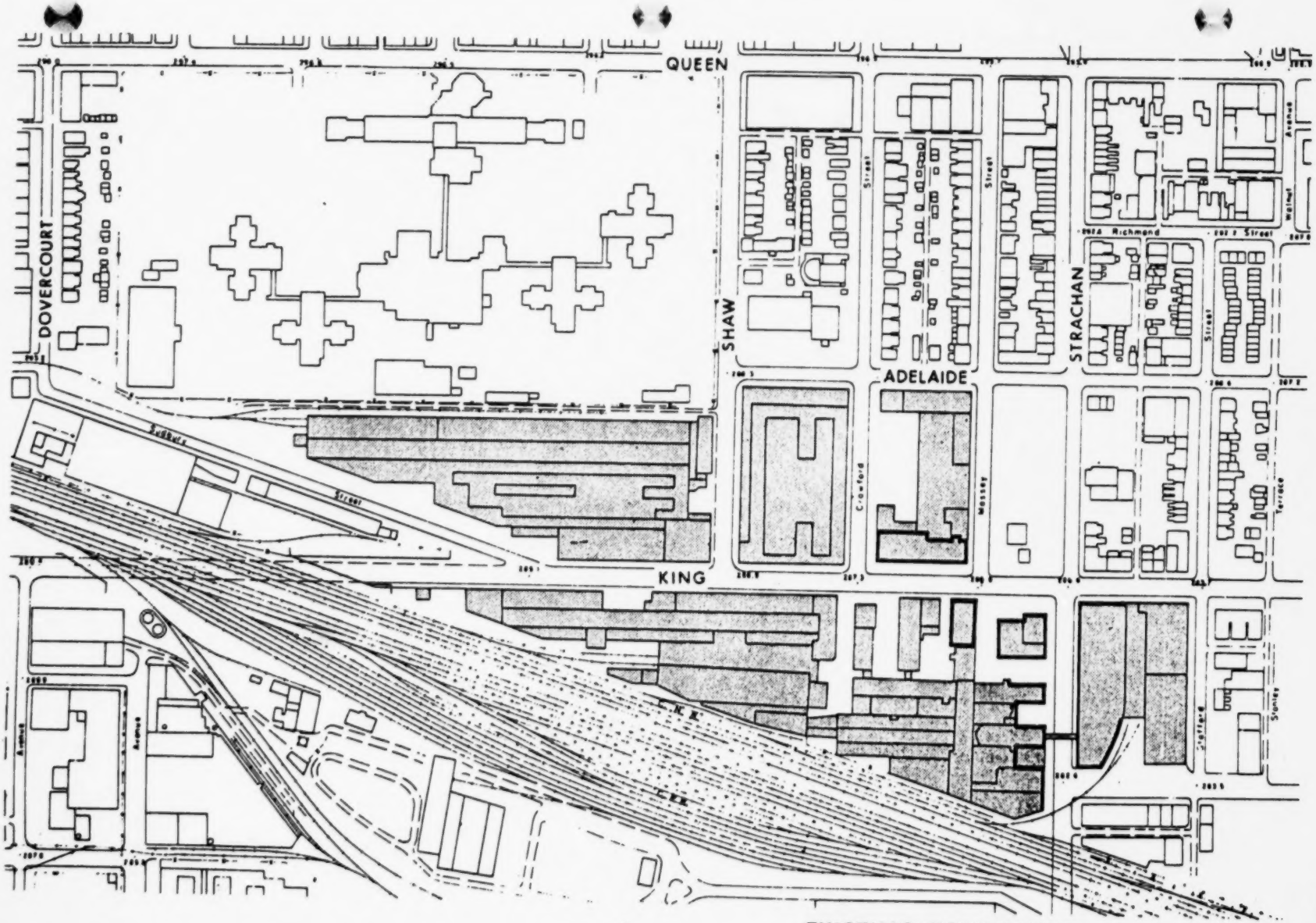
In addressing the challenge of planning adequate access to the Massey lands, staff have assumed that a majority of workers (55%) will commute by private automobile. Given the capacity limitations of the existing road network, measures encouraging greater transit use should facilitate overall access.

Staff have also assumed that automobile traffic destined for the redeveloped Massey lands should be confined to the City's major arterials and collectors and not infiltrate local streets. This assumption puts a heavy reliance on regional transportation facilities, particularly the Gardiner/Lakeshore corridor. Figure 3 illustrates the major elements of the regional road system and the connections to this system which will provide access to the Massey site. It should be noted that Dufferin Street does not presently extend to Lakeshore Boulevard, but this proposed improvement is being studied by Metro.

With most of the automobile traffic related to the proposed redevelopment using the regional road system, the ability of the system to handle the projected traffic volumes becomes an important consideration. Staff have not yet fully dealt with the broader questions concerning the regional road capacity. These questions are made more complex by the fact that new development elsewhere in the Central Area is expected to rely largely on the same roads and expressways for access. These transporation issues should be the subject of further study.

Emphasizing arterials and collectors over local streets also has important implications at the local level due to specific constraints that already exist. The new streets and blocks plan should address these limitations.

As indicated in Figure 4, the major east-west streets, King and Queen, presently operate close to capacity during the peak-hour and both streets are shared by streetcar and private automobiles. Access to and from the north along Ossington Avenue is problematic



BUILDINGS OWNED BY MASSEY FERGUSON

EXISTING CONDITIONS

MASSEY FERGUSON LANDS

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ARTERIAL ROAD SYSTEM

MASSEY FERGUSON LANDS

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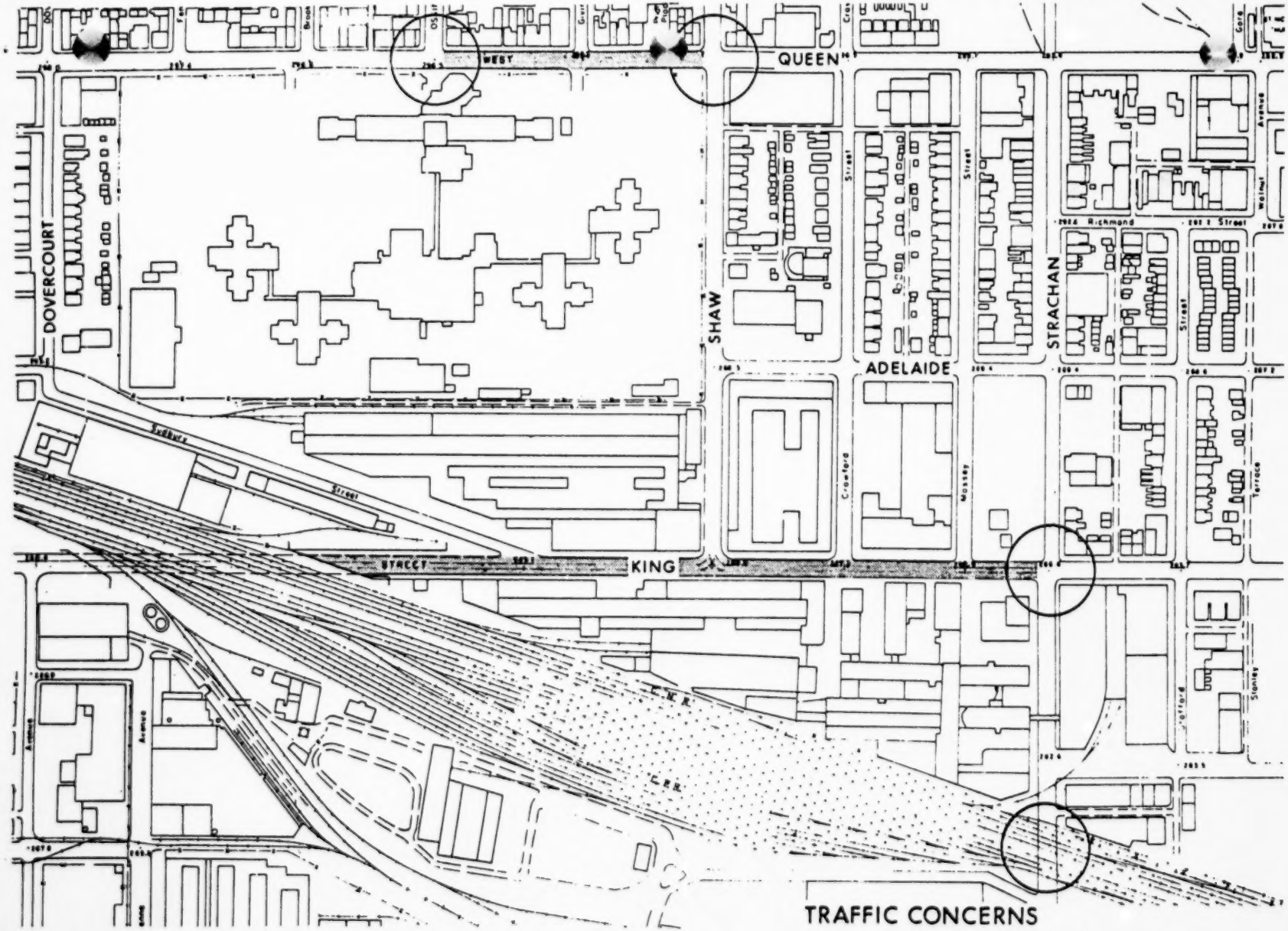

EXISTING LIMITATIONS

PROBLEM INTERSECTIONS

TRAFFIC CONCERNS

MASSEY FERGUSON LANDS

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due to the jog at Queen Street, necessitating turns at Ossington/Queen and Queen/Shaw for through north/south movements. The level crossing at Strachan Avenue and the rail corridor in general limits traffic capacity to and from the south. In addition, the King/Strachan intersection to the north of the rail tracks is prone to congestion resulting from left-turning northbound vehicles.

3.3 New Streets and Blocks

The streets and blocks plan shown in Figure 5 illustrates one way to achieve a number of objectives: provide internal access to the lands; incorporate existing building elements in new development; and facilitate access to and from the site.

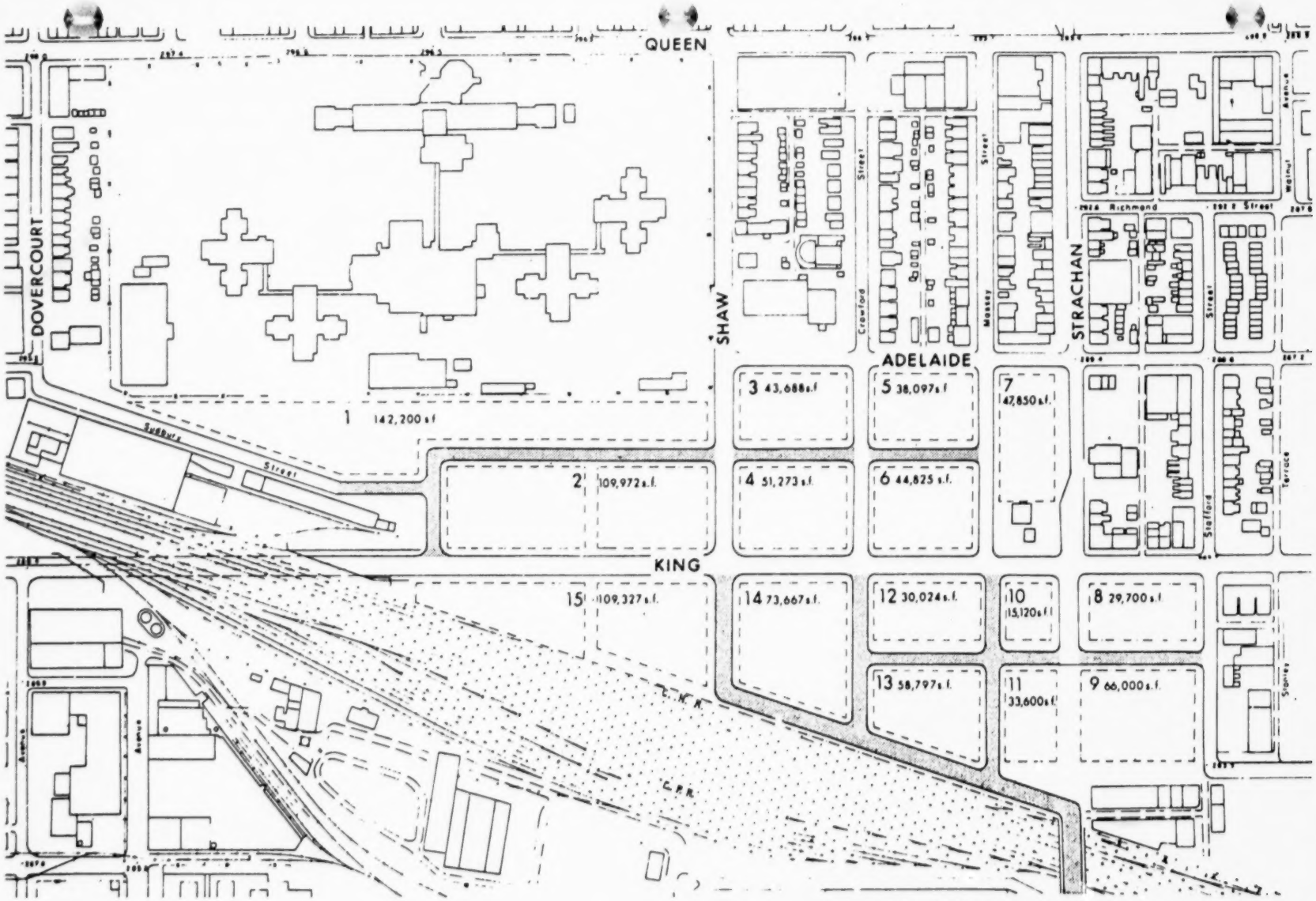
The newly created development parcels are similar in size and configuration to the surrounding block pattern and should lend themselves to incremental development. As demonstrated in Figure 6, the proposed streets and blocks can also accommodate those distinctive building elements identified earlier as worthy of conservation.

The single most significant feature of the proposed streets and blocks plan is the suggestion to re-route Strachan Avenue. The plan calls for an elevated crossing over the railway corridor and a realignment of Strachan immediately north of the tracks to connect via a new east-west street to an extended Shaw Street. Strachan Avenue could then be closed to motor vehicle traffic between the proposed rail crossing and the new east-west street which is proposed midway through the Massey Ferguson lands south of King Street. With this arrangment, Wellington Street could also be closed between Stafford Street and Strachan Avenue.

The effect of this major realignment of Strachan Avenue is to enhance the capacity of Strachan as a connection to the Gardiner/Lakeshore system and to channel traffic into the site and away from the congestion points noted earlier. This scheme also shifts westward the major traffic intersection from the periphery of the development site at King and Strachan, where it may impinge upon surrounding activities, to the centre of the lands at King and Shaw.

Access to parking, loading and service areas within the development is now possible from the new Strachan/Shaw connector and from the new streets linked to it. This will take pressure off King Street and existing local streets that abut the Massey lands.

With Shaw Street clearly identified as the primary access route to and from the north, its connection with Ossington should be



NEW STREETS

STREETS AND BLOCKS

MASSEY FERGUSON LANDS

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reinforced. This could be achieved, for example, by closing off Shaw Street on the north side of Queen Street and allowing for additional turn lanes at the Queen/Shaw and Queen/Ossington intersections. With appropriate signalling, north-south traffic could be channelled through the Ossington/Queen/Shaw jog without affecting the local streets.

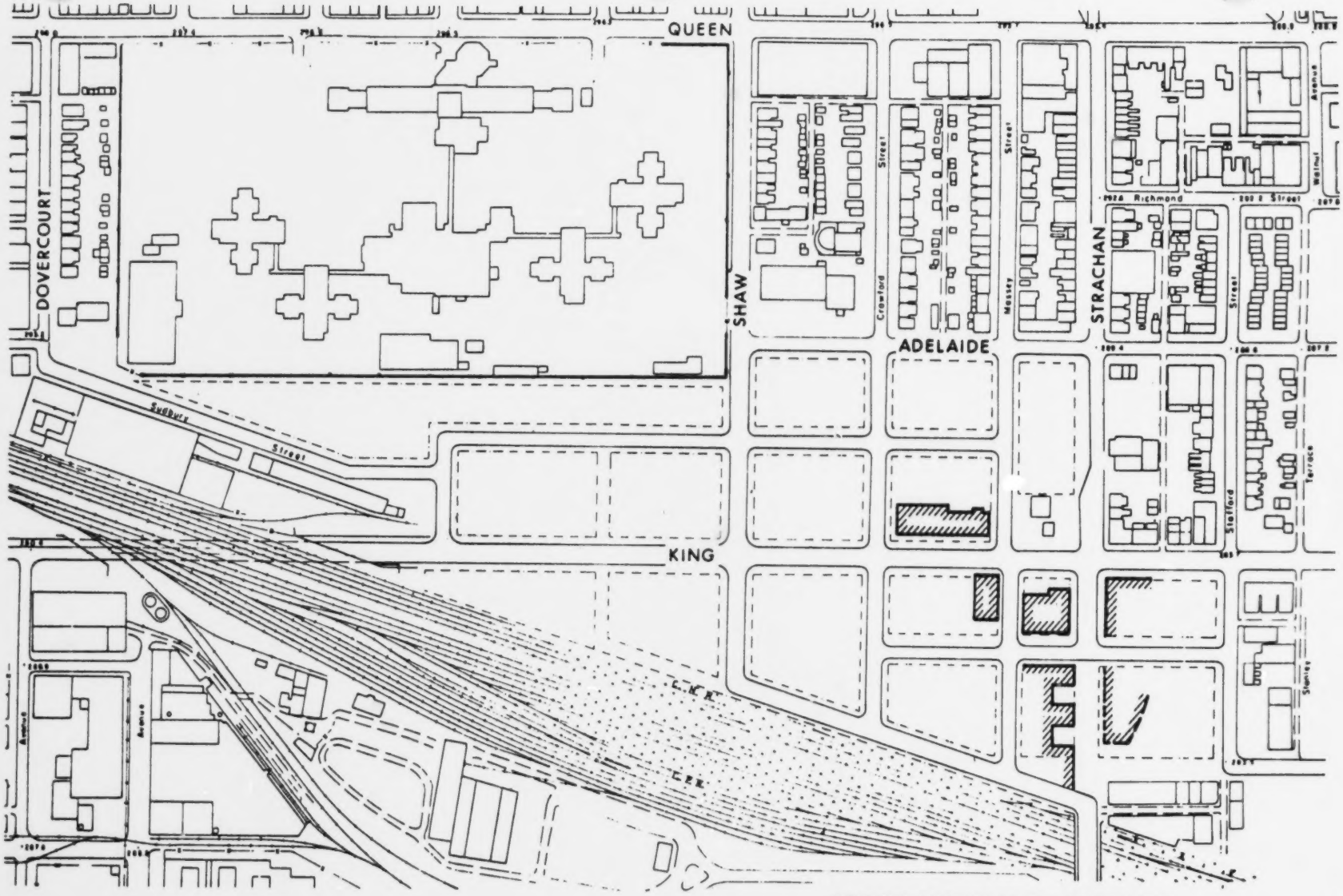
In penetrating the large Shaw/Sudbury block on the north side of King, the new street system also provides an opportunity to realign the Sudbury/King intersection, which is awkward at present due to the acute angle at which Sudbury enters King.

With the proposed streets and blocks plan in place, the transportation analysis conducted to date indicates that approximately 12,000 workers can be accommodated on the site. At this level of development the capacities of Queen, King and, most importantly, Strachan have been reached. Beyond this level, other major arterial road improvements may become necessary or greater reliance on local streets may become inevitable. It should noted that the analysis upon which these preliminary conclusions are based has not taken into account any increases over time of the general "background" traffic levels that may result from new developments elsewhere in the Central Area.

Figure 7 shows how the proposed streets and blocks plan could incorporate existing transit services. Significantly more riders can be accommodated on the present routes with the addition of more vehicles and with an increase in service frequency. Rapid transit access to the site can be largely provided by the Bloor/Danforth subway via the Ossington bus. The operation of the Ossington trolley coach connection would be improved by the recommended changes to the Ossington/Queen/Shaw jog. With the extension of Shaw Street to the south of King, surface transit access could penetrate further into the development site. The King and Queen streetcars will continue serving the Massey lands and provide access to the site for commuters using the Yonge/University lines. Future connections are also possible with the proposed Spadina light rapid transit line.

3.4 Uses

The economic focus approved for the Massey lands calls for the establishment of "high tech" industrial uses with an emphasis on computer-related activities. The I2 zoning in place on the site would permit many of these uses as-of-right. Some of the activities suggested, however, are not presently defined in the Zoning By-law and consequently are not allowed. In addition to industrial functions, the proponents are seeking permission to include a limited amount of commercial office activity on the lands, something that is provided for in the Official Plan



PRESERVATION OBJECTIVES

MASSEY FERGUSON LANDS

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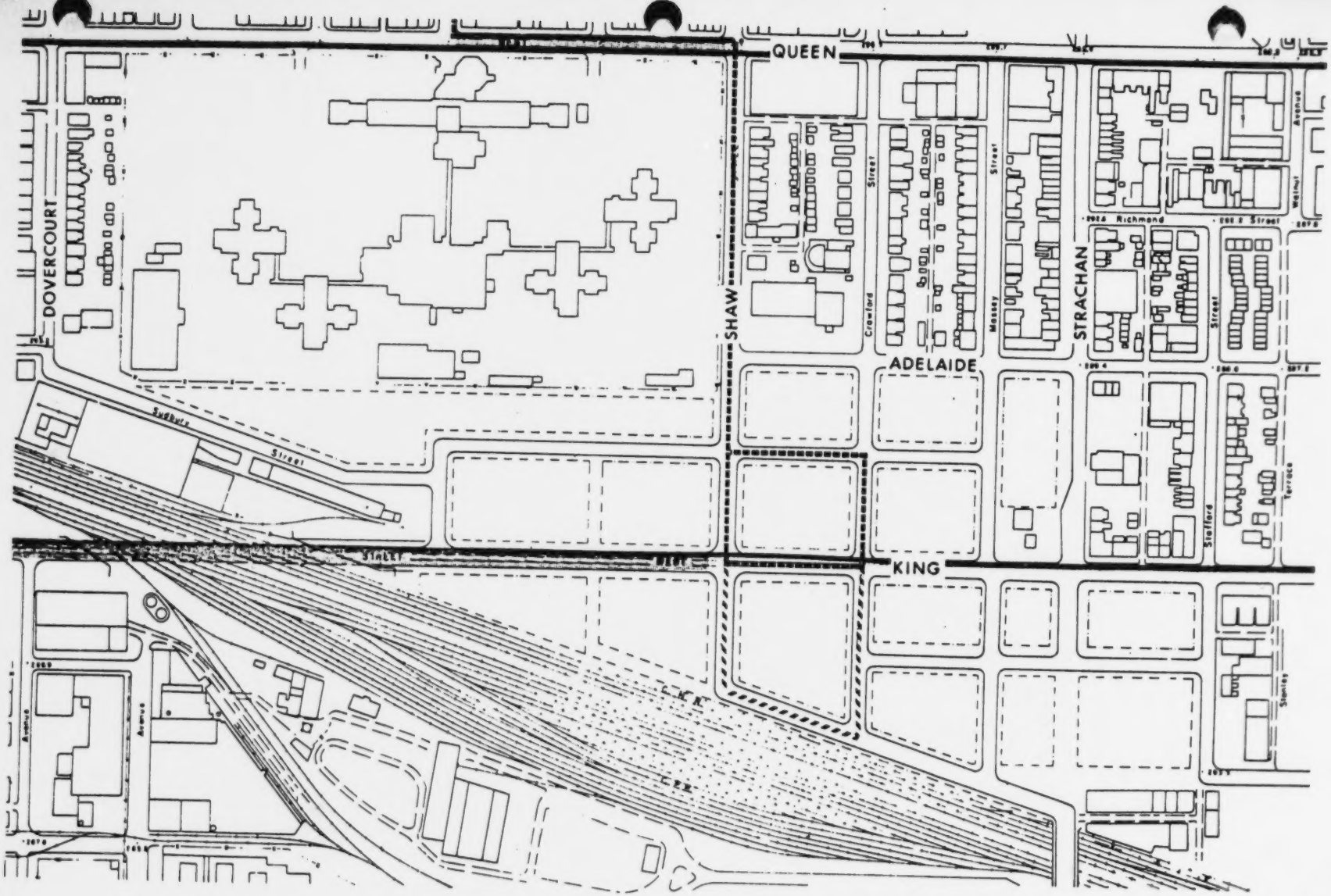

STREETCAR ROUTE

TROLLEY ROUTE

POSSIBLE TROLLEY ROUTE

CAPACITY LIMITATION

TRAFFIC AND TRANSIT

MASSEY FERGUSON LANDS

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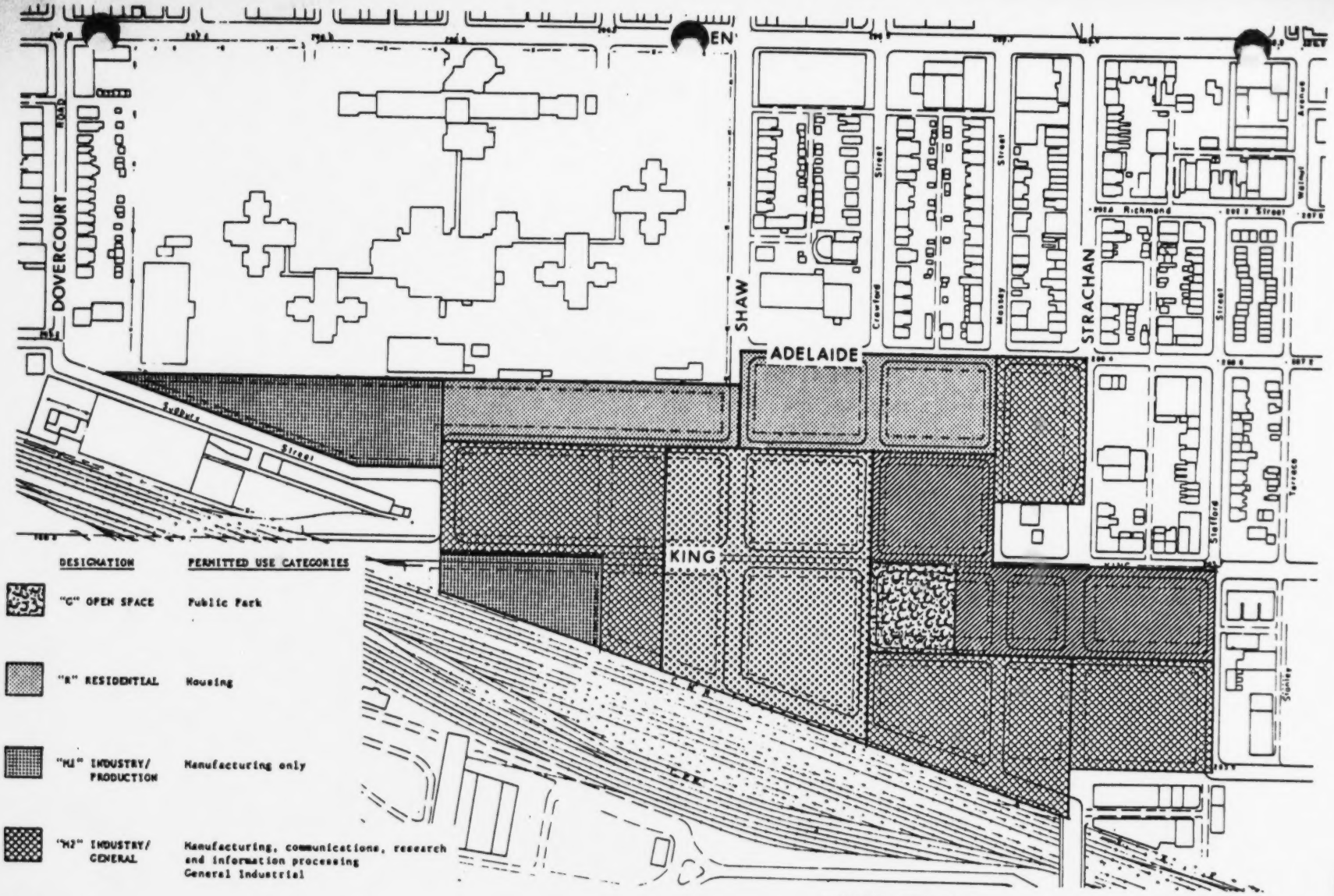
(Section 4.32), but is restricted as a percentage of each industrial building and requires a rezoning.

Neither the zoning nor the Official Plan permit residential uses on the site. Nonetheless, I feel that a limited portion of the site adjacent to the existing residential neighbourhood should be developed for residential purposes. Medium density housing, if appropriately designed and located on the periphery of the lands, could strengthen the established residential community that abuts the site and provide a buffer between the existing low density single family housing and more intensive industrial development. To the extent that most of the site remains in industrial use and a clear demarcation is made between the industrial uses and surrounding residential activities, I do not feel that the overall integrity of the lands as an area of industry is compromised.

At the present time, we do not have a concise idea of the specific types of industrial uses that Massey Ferguson would like to attract to its lands. A refined list of uses, some of which may not be recognized in the present Zoning By-law, will have to be developed. This will involve distinguishing between newly proposed activities that are essentially industrial in character and other quasi-industrial activities that may fall under the "high-tech" rubric, but which in the final analysis may have more in common with office functions and are not, therefore, in keeping with the spirit of the existing zoning and Official Plan.

Given the rather vague delineation of industrial uses that has been suggested to date, planning staff have developed an approach to rezoning the Massey lands that is based on various categories of uses. While each use category is intrinsically distinct, a broad enough range of individual functions is included in each to ensure a measure of flexibility. A balance of uses across the entire site can be achieved by assigning different categories of uses to specific sub-areas within the lands, some sub-areas being more restrictive than others in the use categories allowed. As the specific types of activities being proposed become further refined, the appropriate use categories will become more detailed. At this point, however, a general discussion of the use categories and their spatial allocation over the site will demonstrate the principles being forwarded.

Figures 8 to 10 illustrate three possible arrangements of uses on the site. In these examples, the location of housing is shifted among various blocks on the periphery of the lands. The major use categories, aside from housing and public open space, are: manufacturing; communications, research and information processing; general industrial; retail and personal service; and office.



DESIGNATION	PERMITTED USE CATEGORIES
"G" OPEN SPACE	Public Park
"R" RESIDENTIAL	Housing
"M1" INDUSTRY/ PRODUCTION	Manufacturing only
"M2" INDUSTRY/ GENERAL	Manufacturing, communications, research and information processing General Industrial
"M3" INDUSTRY/ LIMITED RETAIL	Manufacturing, communications, research and information processing General Industrial Retail and Personal Service
"M4" INDUSTRY/ LIMITED OFFICE	Manufacturing, communications, research and information processing General Industrial Retail and Personal Service Office

LAND USE I

MASSEY FERGUSON LANDS

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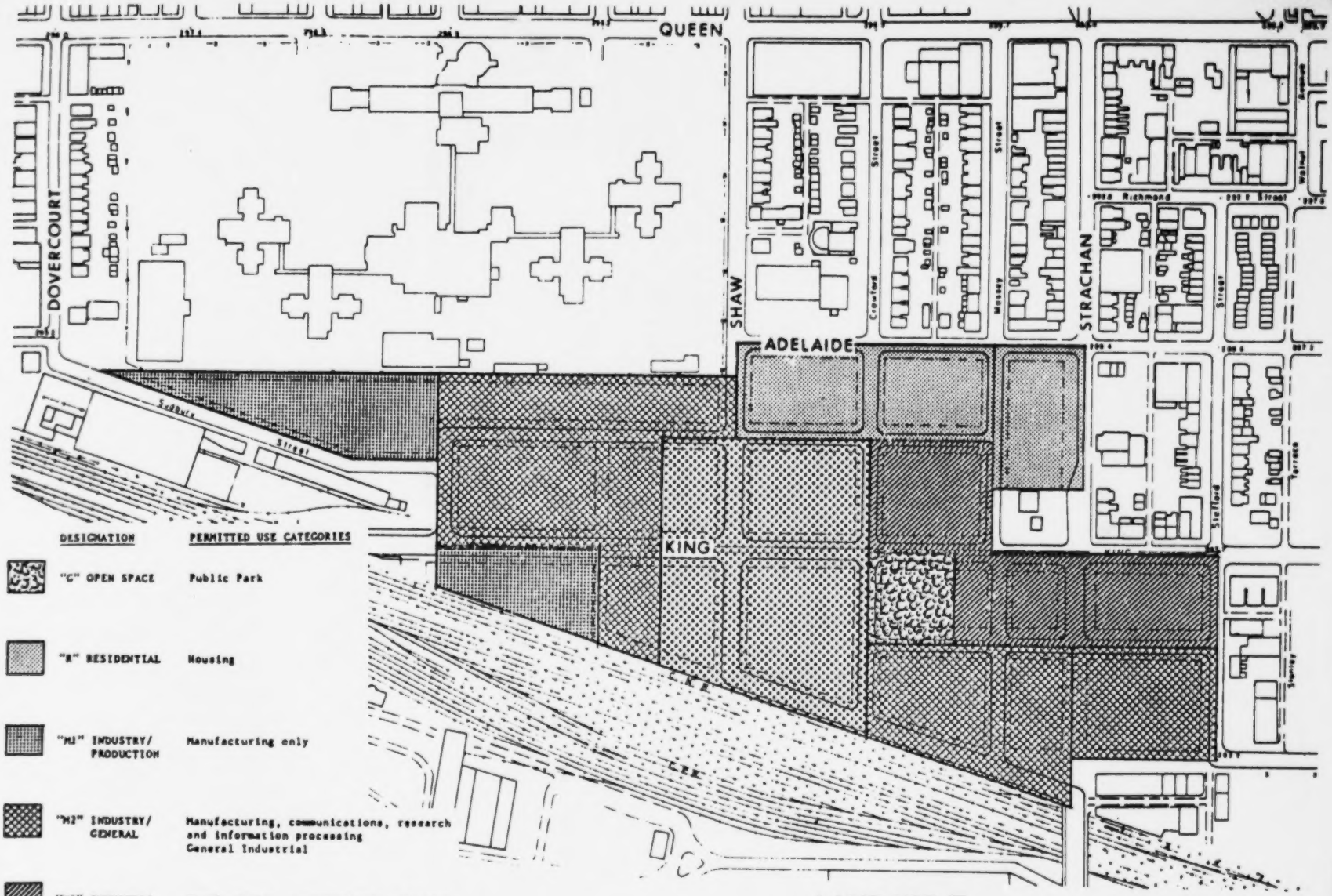

LAND USE II

MASSEY FERGUSON LANDS

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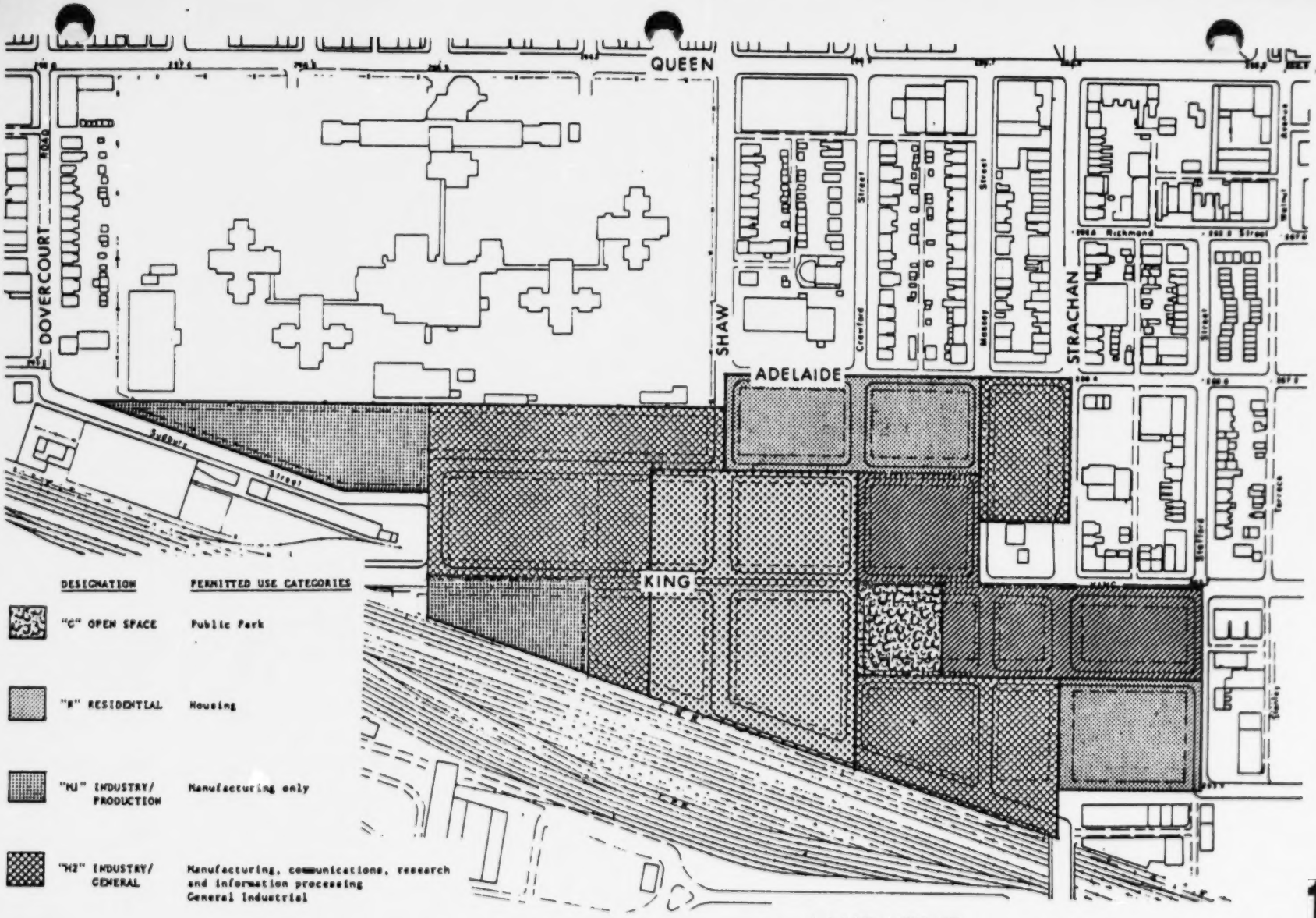

LAND USE III

MASSEY FERGUSON LANDS

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The first two use categories contain activities presently permitted in I2 districts and could also include newly defined uses related to "high tech" industry. For example, the manufacturing use category could encompass recognized uses such as a pharmaceutical factory and plastic products factory in addition to new uses such as a computer components factory and communications and telecommunications equipment factory. Similarly, the communications, research and information processing use category could accommodate permitted uses such as a data processing establishment and a laboratory class "A", as well as newly defined activities that include computer programming and computer services and systems design.

The general industrial use category is a catchall grouping that covers most of the existing I2 uses that do not fall under the two previously mentioned industrial categories. Examples include a service or repair shop, storage warehouse class "A", and wholesaling establishment-general.

The various non-residential use categories are assigned to sub-area designations in a cumulative fashion. I feel that there should continue to be a manufacturing presence on the lands and recommend that this use category be allowed in all non-residential areas across the site. Since non-manufacturing uses may tend to otherwise prevail, certain areas could be restricted to only manufacturing uses.

Retail and personal service uses should be permitted in the development to serve the local work force and immediate residential community. These uses should be limited in overall extent, however, and should be located along King Street, as shown in Figures 8 to 10.

Office uses should only be contemplated for the lands if there are assurances that some measure of manufacturing activity will also continue or be newly established. This is consistent with the commercial use provision of the Official Plan which permits commercial uses in industrial buildings, through a rezoning, "in order to facilitate the construction of new industrial buildings and to encourage the improvement of industrial buildings for industrial purposes". In Figures 8 to 10 the designated area of the site permitting limited office uses is centred around the major traffic intersection proposed for King and Shaw Streets.

3.5 Design of Public Spaces

Redevelopment of the Massey lands creates an opportunity to provide major public amenities that will enhance the new development and benefit the local community. Figure 11 indicates a range of amenities that could be provided.

I believe that a major area of public open space should be provided on the site. I favour a rather formal civic square that is strongly urban in character. It should be located on King Street in order to be accessible to the development itself as well as to the broader community beyond. I feel that a sensible location is next to the Massey historic office building where its design can respond to the distinctive elements in the vicinity that are to be conserved. This location is also reasonably central to the overall development and can form a pleasant and interesting focus for the new industrial complex.

Figure 11 also identifies other possible areas of open space. Of particular note are the public spaces created by the closures of Strachan Avenue and Wellington Street. These areas will continue to function as pedestrian ways providing walking access to the south and east, but could be treated in such a way to form a second major focus of public amenity.

Additional streetscape improvements, especially along King Street, should be provided to enhance and complement the development.

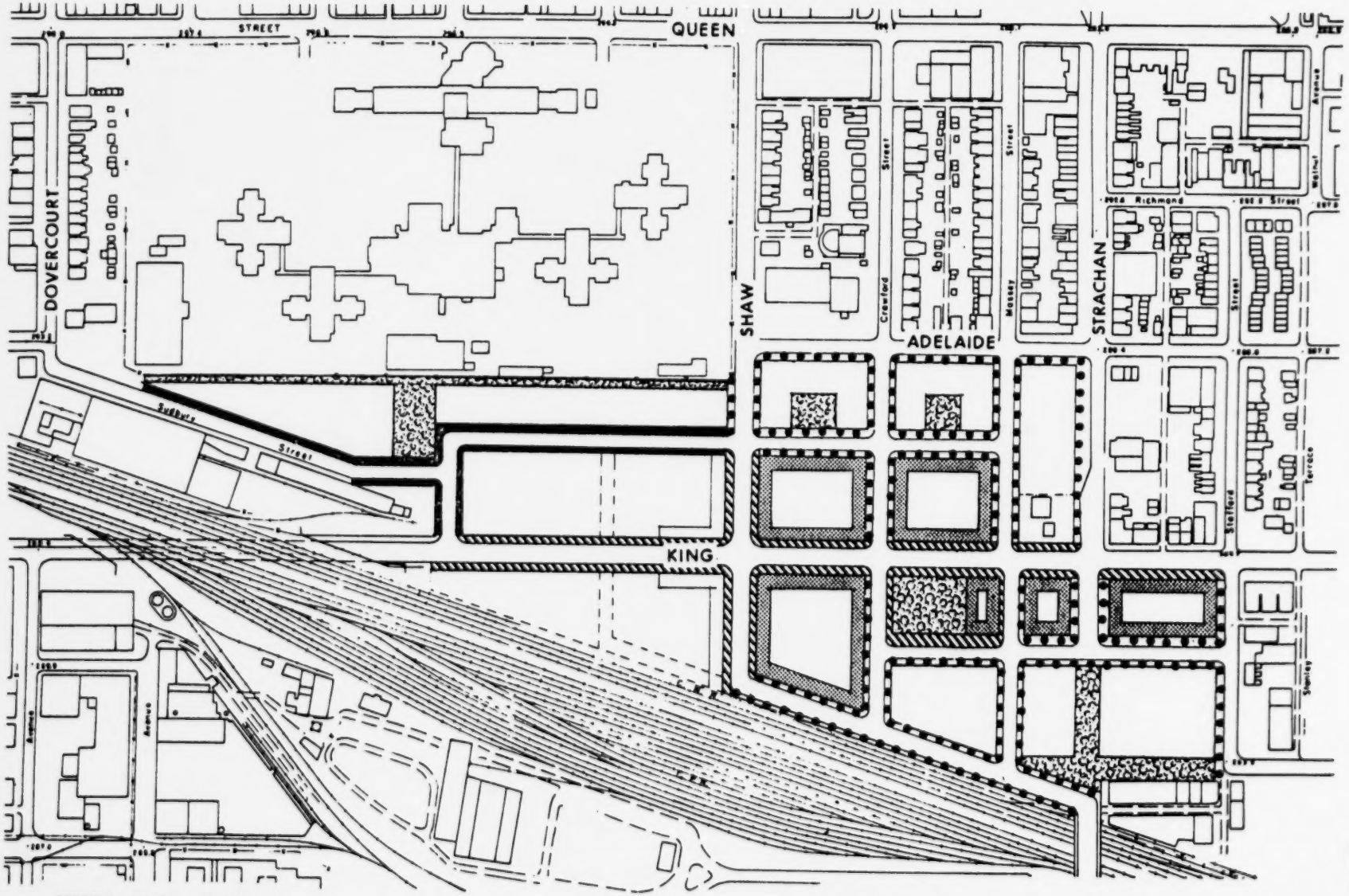
3.6 Heights and Densities

All of the Massey lands fall within a Restricted Industrial Area as designated in the Niagara-Parkdale Part I Official Plan Amendment and the Niagara Part II Official Plan. According to the Niagara Plan, applications for zoning by-law amendments respecting density and height within the Restricted Industrial Area shall be considered in light of "the relationship of the new development, in terms of height, form, siting, traffic and servicing to the adjacent Low Density Residence Area and Mixed Industrial-Residential Area."

Figure 12 suggests different height precincts that are under consideration for the Massey lands. I recommend that the maximum building height permitted under the current zoning, 23 metres (75 feet), be considered a benchmark for establishing varying height limits across the site. This height measurement equates with a typical five storey industrial building and reflects the scale of many existing structures in the Central Industrial District.

Along the northern perimeter of the site immediately adjacent to the Low Density Residence Area, building heights should be more restricted. I feel that a maximum height of 12 metres (40 feet), or four typical residential storeys, respects the scale of the surrounding neighbourhood.

Although the reference height limit of 23 metres should result in a reasonably comfortable built form for most of the site, higher buildings may be appropriate in the vicinity of the new major



SIDEWALK IMPROVEMENTS 1

2

3

PARKS AND OPEN SPACE

PUBLICLY ACCESSIBLE

11

PARKS, OPEN SPACE AND PUBLIC AMENITIES

MASSEY FERGUSON LANDS

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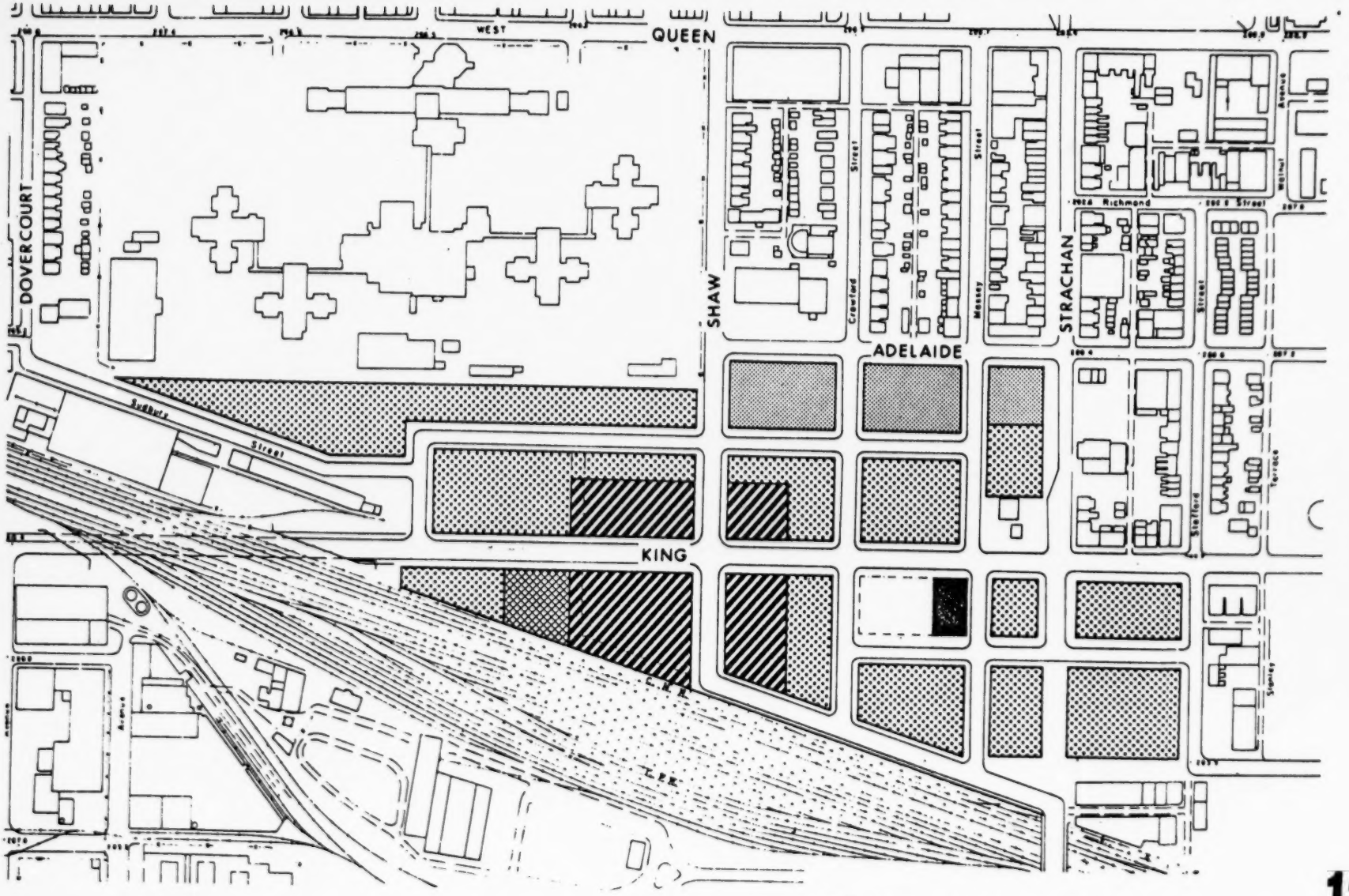

BUILDING HEIGHT ZONES

- 40'
- 75'
- 90'- 150'
- 150' - 210'
- LISTED HISTORIC BUILDING

DENSITY AND BUILT FORM

MASSEY FERGUSON LANDS

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traffic intersection proposed for King and Shaw Streets. Larger structures at this location would reinforce the new focus created by the streets and blocks plan, but would not overwhelm established smaller scale buildings in the area. This massing strategy also moves the concentration of building bulk away from the major areas of public open space and respects the building conservation objectives recommended earlier. Buildings in the range of 46 metres (150 feet) to 64 metres (210 feet) would be comparable in height to recent construction near Bathurst and King, east of the lands.

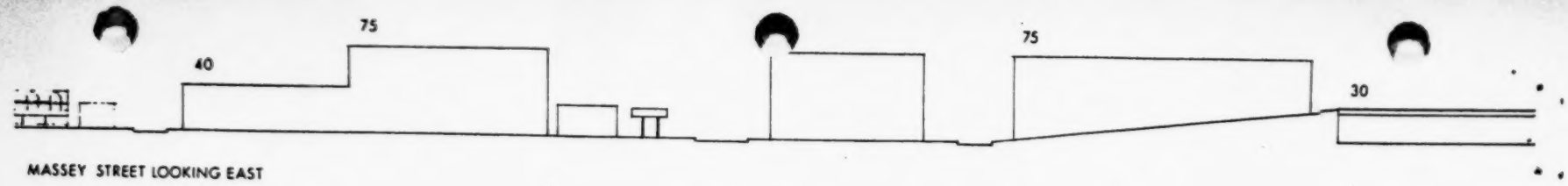
The possibility of a secondary node of higher buildings on the lands has been raised by the proponents. As discussed at the end of this section, I am not convinced at this time that there is a functional need for a large number of building towers to accommodate the uses proposed. In addition, I am concerned about the relationship that this type of massing may have with surrounding built form and open space. These concerns will need to be addressed in further studies.

Figure 13 depicts the height plan in section. It should be clear that the aim is to develop height gradations that recognize the low rise nature of the surrounding community and that step up to a major focus at King and Shaw.

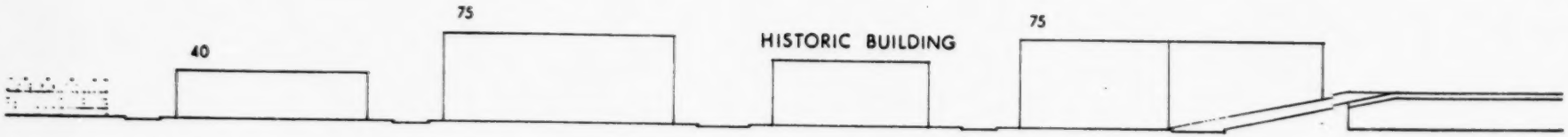
If the site is redeveloped at the scale implied by the height limits recommended in Figure 12, our current analysis indicates that an overall built density of about 4.25 times the lot area could be achieved. I feel that this represents a reasonable target density for the Massey lands and is in keeping with the Official Plan policy for a Restricted Industrial Area. The existing zoning permits a maximum density of 5.0 times the lot area, but this limit applies to a much more restricted range of uses than those now being contemplated and is linked to height restrictions which are far more onerous than those just discussed.

Figure 14 indicates on a block by block basis the actual built densities in the west Central Industrial District. It is evident that the intensity of development steadily declines in a westward progression from the Financial District. In the Niagara area west of Bathurst Street most of the blocks are built up at densities below 3.0 times coverage. Given this context, I feel that densities within the Restricted Industrial Area described by the Massey lands should not exceed the range of 4.0 to 5.0 times coverage. More intensive development would clearly be out of character with the height and form of the adjacent Low Density Residence Area and Mixed Industrial-Residential Area.

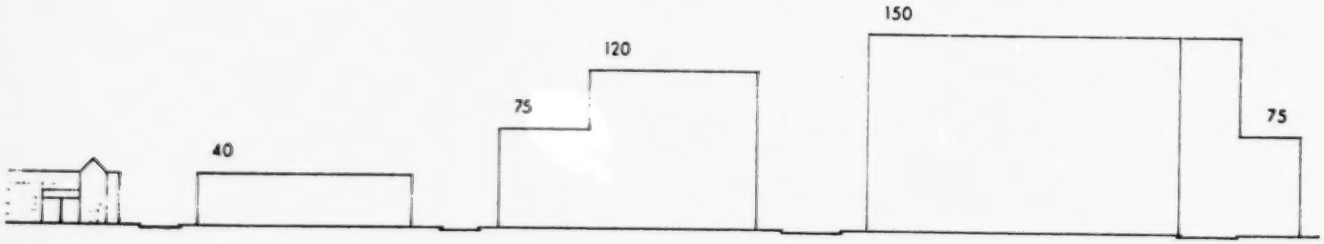
At the scale of development discussed above, I anticipate a work force in the order of 10,000 to 12,000 employees. As noted



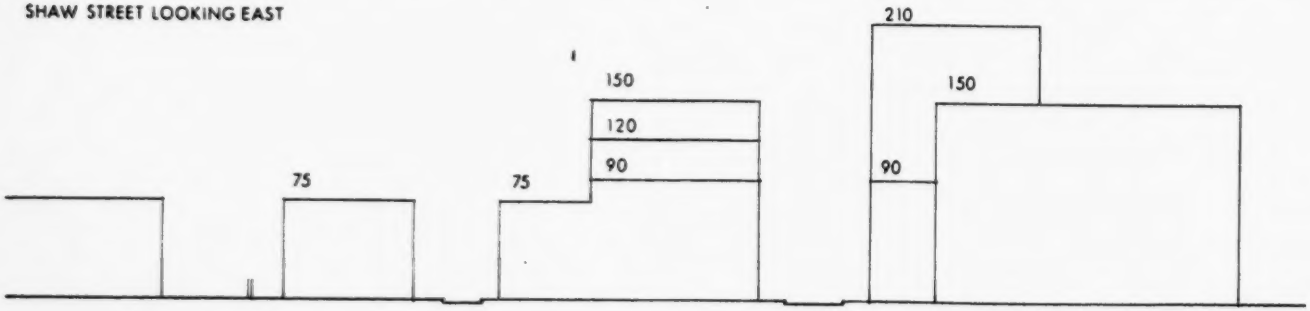
MASSEY STREET LOOKING EAST



CRAWFORD STREET LOOKING EAST



SHAW STREET LOOKING EAST



NEW STREET LOOKING EAST

STREET ELEVATIONS

MASSEY FERGUSON LANDS

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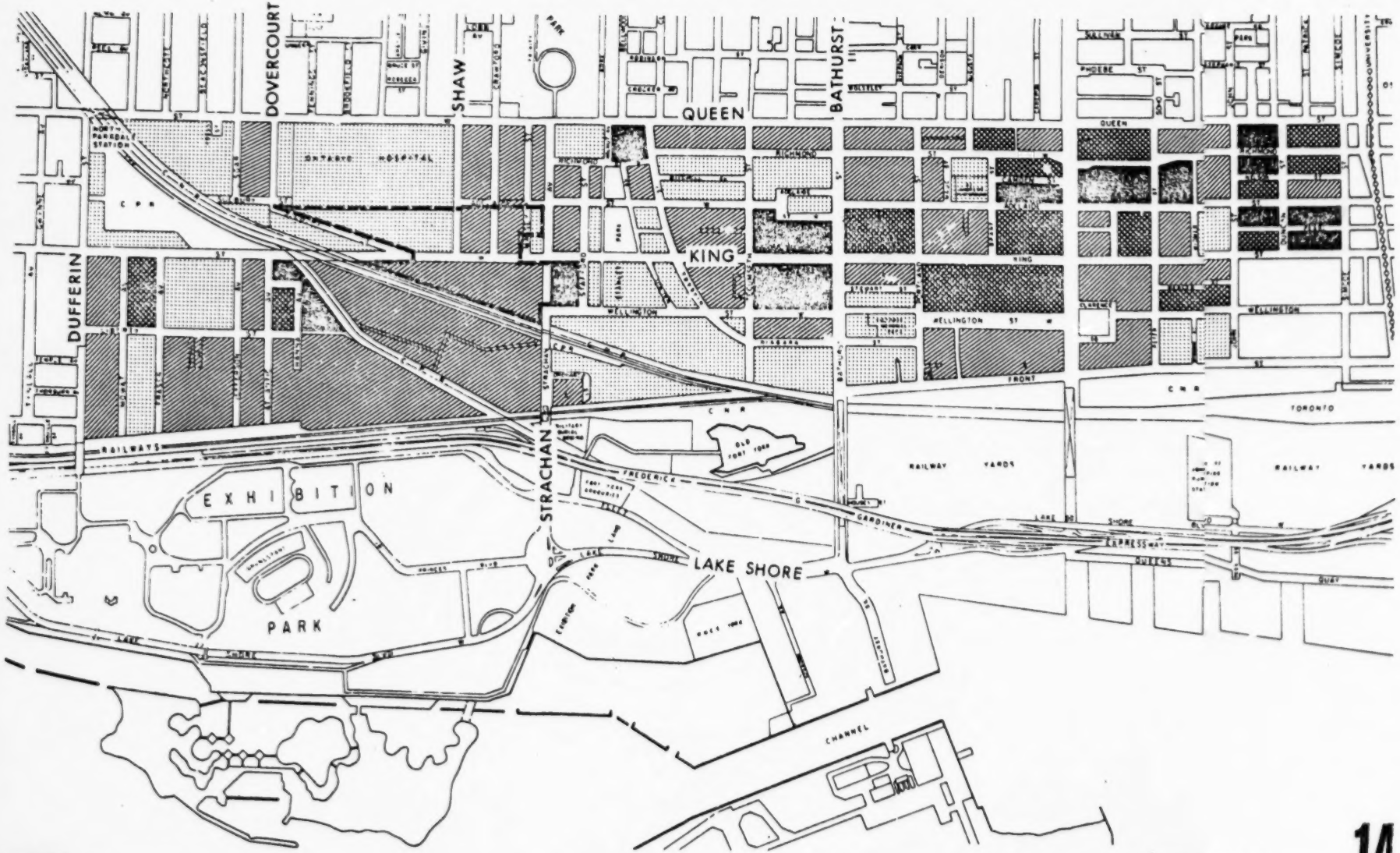

EXISTING BUILT DENSITY BY BLOCK

MASSEY FERGUSON LANDS

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earlier, this corresponds to the upper limits of employment that can be accommodated by the transportation system that serves the site. Exceeding the suggested density limits, therefore, may have serious traffic implications for the surrounding areas.

I should note, however, that the transportation analysis conducted to date has had to rely on somewhat arbitrary assumptions of built form, employee floor space requirements and work force scheduling. The uncertainty surrounding the specific types of uses likely to locate in the new development makes it difficult to reach firm conclusions regarding the transportation impacts of the redevelopment. I also do not feel that we know enough about the built form characteristics of the "high tech" industry being proposed to conclude that a particular scale and design of building is required. This has direct implications for the height limits being suggested. In preparing the concept plan, planning staff will have to obtain more detailed information on the typical space requirements, worker characteristics and built form requirements of computer related industries.

3.7 Services and Utilities

The physical infrastructure that presently services the Massey lands seems capable of handling significantly greater levels of development. At this point in time, it would appear that major improvements to the local services and utilities may not be required. The concept plan will analyze the servicing requirements in greater detail, incorporating the views of the Commissioner of Public Works and other officials.

As the site is redeveloped and new buildings erected, it will be necessary to extend connections through the lands to the existing service infrastructure. Service improvements of this nature are usually the responsibility of the property owners to whom they will benefit.

3.8 Implementation

The economic development plan proposed by Massey Ferguson for its lands represents an ambitious scheme that is unlikely to be completely realized in this century. As noted earlier, the concept is also something that is untried here or elsewhere in North America. These facts call for an implementation strategy that both allows for coordinated, incremental development and provides for ongoing evaluation of the results of redevelopment in order that adjustments can be made on a continuing basis.

Implementation will involve a number of legislative tools and instruments. The role of the concept plan is to provide an extra-legal framework within which Council's individual decisions

regarding different development control measures can be guided and coordinated. The concept plan should embody a set of approved goals and objectives, as recommended by this report, and prescribe how these goals and objectives can be achieved over an extended period of time. Because of the need to phase the overall project, development approvals should be staggered. While implementation will ultimately depend on a number of discrete decisions regarding matters such as land subdivision, the Official Plan, the zoning By-law and site plan control, the concept plan should create a context that ensures consistency over time.

Figure 15 describes a possible phasing sequence. The concept plan should indicate the final development goal for the lands and specify the stages to be followed in realizing that goal. Initially, however, detailed approvals should only be in place for the first phase of development. As this phase nears completion, an evaluation of the progress and experiences to date can be made according to criteria outlined in the concept plan. The results of the evaluation will establish when it is appropriate to begin the next phase of development and what adjustments are necessary to respond to unforeseen conditions. At that time, the City will be in a position to test empirically earlier assumptions regarding job creation, traffic generation, servicing requirements, mix of uses and so on. The development approvals for the next phase can then reflect the insight and experiences gained from closely monitoring these activities. This should allow for reasonably secure decisions regarding the provisions of road improvements, an expanded service infrastructure and the provision of other facilities and amenities to accommodate further development. The overall implementation strategy, therefore, should be aimed at successively reducing the environment of uncertainty that may exist at the preliminary stages of development.

The phasing sequence indicated in Figure 15 illustrates some basic principles. Redevelopment is shown as beginning on the south side of King Street as well as on the Massey/Strachan block north of King. The latter block is a logical starting place for development because it is currently used as a parking lot and will require minimal site preparation. The blocks on the south side of King contain vacant buildings which can be redeveloped without disturbing ongoing operations. By having redevelopment begin near the King/Strachan intersection, a major public benefit, the park adjacent to the historic Massey office building, can be realized in the first phase.

It may not be necessary to undertake initially the costly and rather dramatic road changes envisioned by the proposed Strachan Avenue realignment. Figure 15 therefore indicates these transportation improvements occurring in the second phase when they may be better justified by the level of development achieved

at that point in time. This illustrates the principle mentioned earlier that careful phasing should prevent the premature commitment of public funds.

The final phase of development shown in Figure 15 occurs on the north side of King. The blocks affected are those now occupied by active operations. Redeveloping this part of the site last will enable the existing activities to continue for as long as possible.

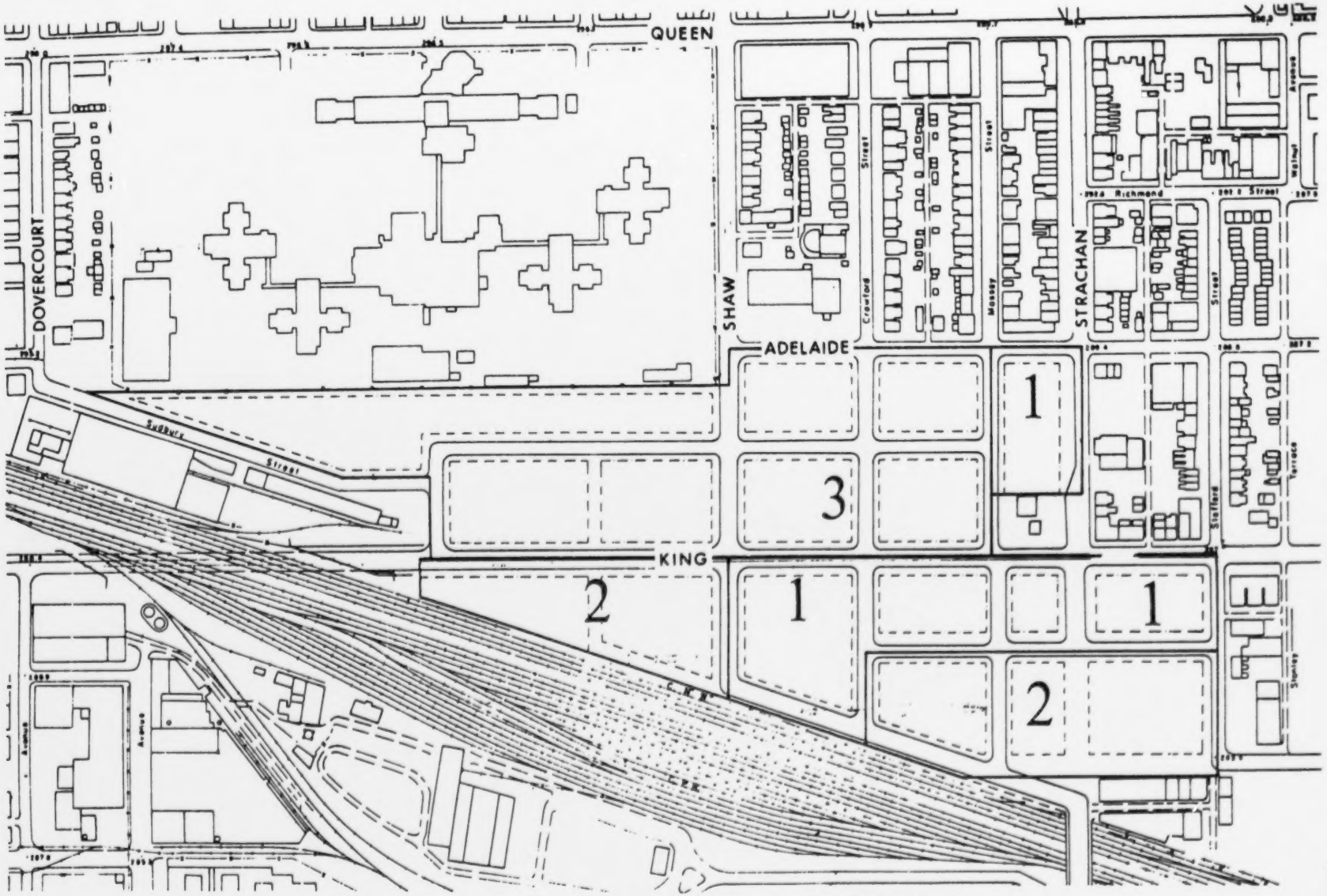
The implementation strategy described here links development approvals with what has acutally occurred on the site. This implies that the overall rate at which redevelopment proceeds will depend on the extent to which each phase is substantially completed and evaluated. An alternative means of implementing development would be simply to process individual development applications for specific portions of the lands as they come forward. While this approach does not allow for the explicit articulation of an overall vision for the lands, it does provide for ongoing assessment of the consequences of development since each application would be judged separately according to what exists at the moment. A more fragmented approach would also allow proposals that conform with the existing Official Plan and zoning to be processed without undue delay.

4. Response by Massey Ferguson

Planning staff have worked closely with representatives of Massey Ferguson in preparing the material contained in Section 3 of this report. The ideas expressed in Section 3 formed the basis of staff presentations to the industrial community, local residents and organized labour. Despite the co-operation enjoyed to date, however, differences still exist between my Department's views on how the lands should be redeveloped and the approach preferred by Massey Ferguson.

We have reached general agreement with Massey Ferguson on several aspects of the redevelopment plan, including the streets and blocks plan which is fundamental to any comprehensive, large scale redevelopment of the site. This section of the report will only highlight the few areas where major differences in opinion continue to persist.

Massey Ferguson and its planning consultants have expressed major reservations with respect to the height limits I recommend in this report. While they generally agree with the concept of height gradations across the site, the Massey representatives feel that the suggested height precincts could be higher yet and that more of the lands could fall within the highest precincts. They have argued for a maximum height of 76 metres (250 feet) in the highest



PHASING

MASSEY FERGUSON LANDS

15

JULY, 1985

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
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precinct (compared to my recommended 64 metres), and have advocated a secondary node of high buildings in the vicinity of the King/Strachan intersection.

Massey Ferguson also does not agree with the density limits that I have suggested. While I recommend here that a maximum density in the order of 4.25 times the lot area is appropriate in terms of built form, transportation impact and relationship to surrounding areas, the proponents have consistently argued for density permission in the range of 5.0 to 7.0 times coverage. They assert that development at this scale can be appropriately designed and sited to be in keeping with the local area and should not strain the transportation system to the extent that I have indicated.

Massey Ferguson agrees with the idea of establishing a balance of uses on its lands but has criticized as too inflexible my suggested means of ensuring a balance. Massey representatives do not feel that particular areas of the site should be specifically earmarked for certain uses. They also object to the notion of having commercial office permission tied to the provision of manufacturing activities. In general, they would like to see a more liberal interpretation of the types of uses to be allowed in order to permit various "hybrid" uses that incorporate a significant office component.

A final area of difference, but one which Massey Ferguson apparently is willing to concede, is the inclusion of residential uses on the lands. The proponents have stated that they do not agree with developing a limited amount of housing on the site, though they will not object to its inclusion if requested to do so by the City. Their main concerns in this respect appear to be maintaining the integrity of the Official Plan policies for areas of industry and avoiding a more onerous approval process made necessary by amending these policies.

5. Response by the Industrial Community

The planning concepts described in this report were presented by staff to the West Toronto Industrial Coordinating Committee. In addition, local industrialists were invited to attend the public meetings where this same material was discussed in a larger forum.

Most industrialists in the area appear to welcome the prospect of major redevelopment of the Massey site. More intensive use of what is now an underutilized property is seen as potentially strengthening the local industrial community. The West Toronto Industrial Coordinating Committee is very interested in having a continued involvement in discussions of how this redevelopment may be realized. It has requested that no final decisions be made on

the future of the lands without it having an opportunity to comment.

Initial concerns raised by the local industrialists focus on three aspects of the present proposal: housing on the site; preservation of adequate access; and parking.

The West Toronto Industrial Coordinating Committee has registered its concern with respect to including a residential component to the redevelopment of the Massey lands. It questions the possible effects that this may have on other industrially zoned properties in the area and is apprehensive that such a change in use may create a precedent that weakens the City's industrial policy.

Local industrialists have also voiced reservations about the proposed streets and blocks plan. Although they do not object per se to the idea of introducing new streets and altering existing ones, they would like assurances that adequate access to their properties will be preserved. The proposed closures of Strachan Avenue and Wellington Street are of particular concern. Planning staff have met separately with representatives of Inglis to discuss technical means of maintaining and improving access to its Strachan Avenue operations.

Finally, industrial owners in the area are concerned that the Massey redevelopment include adequate parking facilities so that local parking problems are not exacerbated.

6. Response by the Residential Community

Public meetings were held in the area on 20 June 1985 and 24 June 1985 to discuss the future of the Massey Ferguson lands. The meetings were well attended and several residents responded to the staff presentation that is described in Section 3 of this report. In addition to sponsoring two large public meetings, planning staff have met on a number of occasions with smaller groups of local residents, including representatives of the Niagara Neighbourhood Residents Association and the Trinity Bellwoods Community Association.

Resident response to my Department's suggestions for the redevelopment of the Massey lands is mixed. One consistent opinion, however, is that the lands should be developed one way or another in the near future. Neighbours are not satisfied with the present deteriorated condition of much of the site and look forward to the property's general upgrading. Most of the criticisms of redevelopment centre on the level of intensity being suggested and the negative externalities that may result from too much activity on the lands. Residents generally wish to be consulted further on future plans for the Massey Ferguson site,

but there are differences in opinion on how this consultation should be conducted.

Local citizens have expressed a general apprehension about the scale of redevelopment being discussed. Several residents have questioned the size of the proposed buildings, the overall density of development and the number of workers that will be employed. They point to the dramatic differences in intensity between the existing and past operations on the site and the activities envisioned for the future. Many are concerned that this level of development activity will destabilize the surrounding residential areas.

Increased traffic is the most commonly cited externality that neighbours feel may disrupt their community. Some residents have expressed skepticism about the projected traffic volumes. They feel that streets in the area will become too congested at the development levels suggested. All residents appear to agree that any traffic related to the proposed redevelopment should not be assigned to local streets.

Parking is also a concern and neighbours feel that measures should be taken to ensure that the development will provide for all of the parking demand that it generates.

Of secondary importance for many of the area residents is the question of the types of uses to be established on the Massey lands. Citizens in the area appear to be somewhat confused about the nature of "high tech" industry. Several people have asked that it be more precisely defined. A few residents feel that "high tech" jobs may not be appropriate in light of the characteristics of the local work force, but others have expressed general satisfaction with the prospect of more employment, irrespective of its exact nature.

Neighbours do not object to the idea of having some housing on the site. Introducing residential uses on the Massey lands is viewed as a way of complementing what already exists in adjacent areas. Some residents have suggested that more of the site could be developed for residential purposes.

Neighbours also do not appear to object to a manufacturing presence on the site provided that any production activities are non-offensive and generally compatible with surrounding uses. Residents have clearly stated that heavy or noxious industry should not be allowed on the Massey lands.

Most residents seem to want to be consulted further on the redevelopment plans for the Massey properties. A few people have commented that the proposals for the site appear to be changing

over time and they would like to be kept closely informed of any modifications to the current scheme. The Niagara Neighbourhood Residents Association has formally recommended that a Working Committee be established to provide the mechanism for further public participation in the planning process. The Association recommends that the committee be comprised of 2 representatives from Massey Ferguson, 3 representatives from the Niagara Neighbourhood Residents Association, 1 representative from the Trinity-Bellwoods Community Association, 1 representative from the South Parkdale Residents Associaton, 1 representative from the United Auto Workers and 1 representative from the United Steelworkers, with the 2 Ward Aldermen as ex-officio members.

While some residents support the idea of a working committee others have voiced objections. Those who oppose the suggestion either feel that the existing process for public consultation is adequate or believe that the composition of the proposed committee will not be representative of the community at large.

7. Response of Organized Labour

The Toronto-Central Ontario Building and Construction Trades Council, the Labour Council of Metropolitan Toronto, the United Automobile Workers of America Local 439 and the United Steelworkers of America Local 2900 have all expressed interest in the redevelopment plans for the Massey lands. The Co-Chairman of the Building and Construction Trades Council attended one of the public meetings and voiced his opinion of the development plan. Planning staff have consulted directly with representatives of the Labour Council, Steelworkers and Auto Workers.

Organized labour appears supportive of new development on the Massey site. Union representatives feel that it is in their members' interests to promote more job opportunities through redevelopment. The Building and Construction Trades Council in particular urges the City to expedite approval of Massey Ferguson's proposals in order that construction work is not delayed.

The other labour representatives have been more cautious in their support of the redevelopment scheme. Local 439 of the Auto Workers represents employees currently working at Massey Ferguson and Local 2900 of the Steelworkers represents employees at the Inglis plant south of the Massey site. The main concern of these unions and of the Metro Labour Council is the nature of any new employment opportunities. They would like to see the existing manufacturing jobs at Massey Ferguson continue for as long as possible. As these jobs are displaced by other work opportunities, they feel that a significant portion of the new jobs on the site should be suitable for the current local work

force. The labour representatives are also apprehensive about the possible ramifications for neighbouring industries if the redevelopment of the Massey lands represents a major departure from established operations in the area. They are concerned that pressures resulting from the Massey redevelopment may hasten the decline of industrial activity nearby. It is felt that other industries, including Inglis, may decide to cease operations or relocate elsewhere if similar opportunites for major redevelopment appear to exist.

8. Revised Goals and Objectives

The development scenarios described in Section 3 of this report were intended to illustrate ways of realizing certain planning goals for the Massey Ferguson lands. These ideas have been broadly circulated and responded to by representatives of Massey Ferguson, local industrialists, area residents and organized labour. My 23 April 1985 preliminary report to your Committee suggested a number of possible goals and objectives for the future redevelopment of the Massey properties. Having analyzed the related planning issues further and having received feedback from a board range of interested parties, I am now recommending a revised set of goals and objectives to guide work on a more detailed concept plan for the site.

Relationship to Existing City Policies

1. Redevelopment of the Massey Ferguson lands should be compatible with the spirit of the City's Official Plan and relate carefully to existing and planned conditions in adjacent areas.

Public Participation

2. The planning process for the Massey Ferguson lands should involve close cooperation between the City and representatives of Massey Ferguson and should invite the participation of all interested parties including the residential, industrial and labour communities and the Toronto Historical Board.

Commitment by Massey Ferguson

3. Massey Ferguson should maintain a significant presence on the King Street lands through direct employment and economic activity.

Uses

General Goal:

4. The lands should accommodate a balanced range of uses and activities with a primary industrial focus.

Specific Objectives:

4.1 The establishment of new uses should recognize existing environmental constraints, particularly the rail corridor along the southern border of the lands, in order to ensure satisfactory environmental conditions for people working and living within and around the lands.

4.2 New industrial buildings or uses should have a minimal environmental impact on neighbouring buildings or uses and should be compatible in terms of noise, emissions and appearance with proximate residential, commercial and industrial areas.

4.3 Industrial use of the lands should include a manufacturing presence.

4.4 Industrial buildings may contain non-industrial uses such as office administration, marketing and general support services provided that these uses are related to and incidental to the primary industrial activities contained within the buildings.

4.5 Residential uses should be encouraged to act as a buffer between the adjacent residential neighbourhood and the predominant industrial activities to be established on the lands, provided that such residential uses are limited in overall extent, located on the periphery of the site and do not otherwise negatively affect or unreasonably restrict existing and proposed industrial uses.

4.6 Industrial buildings may contain limited retail and personal service uses to serve industrial employees and nearby residents provided that such uses are limited in overall extent, they are located on the ground floor of the buildings and they have a primary orientation to King Street.

4.7 Commercial office uses may be permitted on the lands provided that the commercial density of such uses is related to the industrial density of manufacturing or assembly activities on the lands and does not exceed 25 percent of the total gross floor area of the non-residential buildings on the lands.

4.8 Parks and related public uses should be provided on the lands in suitable locations to serve industrial employees and nearby residents.

Streets and Blocks

General Goal:

5. A system of streets and development parcels or blocks should be established on the lands that is integrated with the City's existing street pattern and provides access and adequate services for existing and future activities established on the lands.

Specific Objectives:

5.1 The size and shape of new blocks should be planned to facilitate incremental development and should be appropriate to the uses which they will accommodate.

5.2 Newly created streets should as much as possible extend the existing street grid of the immediate area surrounding the lands.

5.3 Newly created blocks should be designed to accommodate those existing buildings and building elements that are deemed distinctive and worthy of conservation.

5.4 Road traffic patterns within the lands should be compatible with those of surrounding areas and not result in undue pressures on local streets.

5.5 Main access to the interior of the lands should be provided by way of a limited number of key connections with existing arterial and collector streets.

5.6 Direct access to parking, loading and service areas within the lands should be provided primarily by way of internal streets and new perimeter streets that channel traffic away from King Street and existing local streets.

5.7 Sufficient off-street parking should be provided within the development to satisfy the anticipated parking demand of employees and residents working and living within the lands.

5.8 The costs of new roads and road improvements related to new development on the lands should be apportioned between the public and the owners consistent with City policy, recognizing the extent to which the needs of the development are served and the extent to which broader public purposes are served.

Density and Built Form

General Goal:

6. The scale of new development in terms of height, bulk and overall density should be sensitive to the scale and character of surrounding areas and recognize the limits of the transportation and service infrastructure.

Specific Objectives:

6.1 The Massey Ferguson historic office building on King Street should be conserved, adaptively re-used and featured prominently within the redevelopment plan.

6.2 Other selected buildings and building elements in the vicinity of the historic office building should be conserved and incorporated within new development in order that such development generally respects the character and built form relationships of the established industrial complex at King Street and Strachan Avenue.

6.3 New buildings should be sited and designed in keeping with the character and form of the overall development, relating directly to the streets and open spaces contained within the lands.

6.4 The design and form of buildings facing neighbouring properties or facing streets that are major access routes through the surrounding areas should, where applicable, reflect and reinforce the character and scale of the established neighbourhood.

6.5 The base reference height limit for the development should be 23 metres (75 feet), as permitted by the existing zoning.

6.6 The maximum building height permitted on portions of the lands immediately adjacent to the residential community to the north should be 12 metres (40 feet).

6.7 The maximum building height permitted elsewhere on the lands should be 64 metres (210 feet) and this maximum height precinct should be primarily focussed at the King/Shaw intersection, with gradations to lower height precincts on the surrounding blocks.

Public Spaces

General Goal:

7. Redevelopment should enhance existing amenities in the surrounding area through the provision and improvement of open space and pedestrian ways that are linked to established neighbourhood facilities.

Specific Objectives:

7.1 A major area of public space should be provided within the development in the form of an urban square located next to the historic office building on King Street.

7.2 Streetscape improvements should be undertaken to complement the design of new buildings, facilitate the integration of new built forms with surrounding structures, and provide a pleasant pedestrian environment.

7.3 Pedestrian ways and sitting out areas should be provided to form internal links within the lands and to connect with established pedestrian routes in the surrounding area.

Services and Utilities

8.1 Redevelopment should recognize the capacity of local services and utilities with the aim of maximizing their utilization.

8.2 The costs of new services and utilities and of connections to the existing infrastructure should be apportioned between the public and the owners according to the extent that these improvements exclusively benefit new development on the lands.

Transportation

General Goal:

9. An adequate level of access to and from the lands should be maintained.

Specific Objectives:

9.1 The scale and nature of development should be compatible with the capacity of the existing regional transportation system serving the site, taking into account any future changes in this system.

9.2 Public transit should become an increasingly important means of access to the site and measures should be taken to

encourage maximum use of the transit facilities that presently serve the lands.

9.3 Measures to accommodate automobile access to the lands should emphasize arterial and collector streets, in particular Dufferin, Strachan, Ossington, Bathurst, King and Queen.

9.4 Measures should be undertaken to ensure that increased traffic associated with the redevelopment of the lands not disrupt the surrounding area and, in particular, ensure that local streets only accommodate local traffic.

Implementation

General Goal:

10. Redevelopment should be planned to proceed incrementally in phases, allowing for orderly construction and servicing that will not disrupt surrounding activities.

Specific Objectives:

10.1 The concept plan should indicate the general sequencing of development and recommend the necessary conditions for each stage of development and the criteria to be applied in determining progress to successive phases; development within each phase should then require additional approvals of a more detailed nature, in accordance with the provisions of the Planning Act.

10.2 The concept plan should recognize a range of options for each stage of redevelopment in order to ensure flexibility; as development progresses and subsequent approvals are required, these options should be refined within the evaluative framework that is specified in the concept plan.

10.3 The rate at which redevelopment occurs should depend on the extent to which each phase is substantially completed.

10.4 The starting focus for redevelopment should principally be on the south side of King Street and include the Massey-Strachan block on the north side of King.

10.5 The blocks on the north side of King Street that contain active industrial operations should be included in the last phase of development in order to allow the continuation of the existing uses.

9. Conclusions

This report contains a revised set of goals and objectives for the future development of the Massey Ferguson lands that is based on planning studies to date and on the public response to this study material. Much work is yet to be done in developing a concept plan for the site. Planning staff are now at a point of beginning detailed aspects of this work programme. In order to guide staff in developing these plans, Council should approve a set of goals and objectives for the development. This will ensure that the concept plan to follow is in keeping with a generally accepted, and publicly debated, vision for the Massey lands.

Three aspects of the work programme have been identified here as requiring special attention. First, there is still a good deal of uncertainty surrounding the range and specific types of uses being proposed for the site. Second, of the computer related activities that have been suggested, much is yet to be learned of their space requirements, worker characteristics and built form needs. Third, the impact of the proposed redevelopment on the regional road capacity has not been fully analyzed to date. These three areas of study should receive priority in the concept planning process.

In future reports, therefore, I intend to include an analysis of the likely implications of the proposed redevelopment of the Massey Ferguson lands on the regional road system. In addition, I expect to report shortly on the terms of reference of a consultant's study of the physical design and employment characteristics of the computer industry.

RECOMMENDATIONS:

1. That the Land Use Committee recommend to City Council approval of the revised goals and objectives contained in Section 8 of this report.

2. That the Commissioner of Planning and Development be authorized to continue working with the representatives of Massey Ferguson in preparing a concept plan that is in keeping with the abovementioned goals and objectives.

3. That Massey Ferguson be requested to identify as specifically as possible the types of industrial activity it intends to have established on its lands.

Stephen D. McLaughlin
Commissioner

DA/bms

R.1

wtico west toronto industrial co-ordinating committee

June 17, 1985.

To: Land Use Committee

Re: Massey-Ferguson Redevelopment

At its meeting of June 14th, 1985, the West Toronto Industrial Co-ordinating Committee adopted a motion to advise the Land Use Committee of its concerns with regard to the Massey-Ferguson Redevelopment principles for land use, proposed by the Commissioner of Planning and Development. Parking, traffic movement and residential land uses of this proposal as they relate to the surrounding industrial areas and industries are of major concern and final decisions on these matters should not be made without further consultation with the West Toronto Industrial Co-ordinating Committee.

Yours truly,

Alderman Tony O'Donohue,
Co-Chairman,
West Toronto Industrial
Co-ordinating Committee.

Alderman Ben Grys,
Co-Chairman,
West Toronto Industrial
Co-ordinating Committee.

cc: Commissioner of Planning and Development.

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

R.2

REFER FILE

JUL 12 3 20 PM 85

666/03267
C&N/West Central
July 12, 1985

To: Land Use Committee

Subject: Supplementary report on the redevelopment proposals for the Massey Ferguson Lands.

Origin: Letter dated 10 July 1985 from the Commissioner of Public Works. (c71luc85403:27)

Comments:

I have appended a letter from the Commissioner of Public Works regarding the proposed redevelopment of the Massey Ferguson site. Your Committee has before it my report (3 July 1985) on a recommended set of goals and objectives for the future of the Massey lands. The appended letter describes in greater detail some of the transportation and servicing issues related to the proposal and generally agrees with the conclusions of my report.

Your Committee will note that the Commissioner of Public Works feels that the potential level of employment is a critical factor in the analysis of traffic and transit impact. He is reviewing this issue.

The Commissioner of Public Works is generally satisfied with the design of the streets and blocks plan with the understanding that questions related to connection requirements for Liberty Street, Ordnance Street and the Inglis plant be studied further. He also finds the plans for storm and sanitary sewers and for water distribution to be generally acceptable.

I will, of course, be working closely with the Commissioner of Public Works on these and related traffic and servicing concerns as the details of a land use concept plan are prepared for the Massey Ferguson lands.

RECOMMENDATION:

That this report be received.

Stephen G. McLaughlin
Commissioner

JDA/bms

APPENDIX
Letter dated 10 July 1985
from the Commissioner of Public Works

"I have reviewed the Massey Ferguson Lands Concept Plan, as prepared by IBI and forwarded to me under date of May 24, 1985, as well as the proposed Streets and Blocks Plans forwarded to me under date of June 7 and 10, 1985, and would make the following comments:

1. Traffic and Transit Impact Analysis

The potential level of employment is a critical factor in this analysis. I understand that this is the subject of ongoing discussions between your Department and IBI/Massey Ferguson because of differences of opinion regarding acceptable traffic/density considerations. The differences relate to your Department's position supporting a scenario involving 4 to 5x coverage with approximately 10-12,000 employees while Massey Ferguson is suggesting 5 to 7x coverage with an employment level of 17-24,000.

I have not completed my review of this issue, however, I would appreciate being kept informed of any developments on this matter. Upon completion of my review, I will forward my comments.

2. Streets and Blocks Plan

Notwithstanding the above comments, I find the most recently proposed Streets and Blocks Plan (June 10, 1985) acceptable from a general functional perspective. I support the principle of realigning Strachan Avenue to intersect with Shaw Street at King Street West, although this proposal does raise some concerns. Specifically, I am concerned about the connection requirements for Liberty Street, Ordnance Street and the Inglis plant necessitated by the proposed Strachan Avenue structure. I understand that there are also ongoing disucssions with IBI/Massey Ferguson on this subject and I would, therefore, request that, once prepared, I be forwarded a copy of any proposal to provide the above noted access. In this regard, I would suggest that the possibility of connecting Liberty Street across the CPR tracks to Dufferin Street be investigated. If this connection were secured, an effective route to the area could be developed since it is proposed to connect Dufferin Street to Lake Shore Boulevard West. In addition, the curvature of the Strachan Avenue realignment at Wellington Street West must be designed to the maximum standards to ensure effective operation and safety.

The realignment of Strachan Avenue includes the closing of the section of Strachan Avenue from Wellington Street to approximately the new mid-block east-west road south of King Street West. The City should retain ownership of the street allowance, however if the street allowance is to be declared surplus and eventually sold an easement over the entire width of the street will be required to maintain the City's physical plant. Arrangements for landscaping and maintenance of the street allowance will have to be negotiated in either case.

3. Storm Sewer System

All new streets must be provided with a storm sewer and all storm water from the development must be directed to either or both the existing trunk storm sewers on King Street West and on Strachan Avenue. The design parameters outlined on page 3 of Appendix B of the Concept Plan report are acceptable.

4. Sanitary Sewer System

The area north of King Street West can be serviced as indicated on page 9 of Appendix B of the Concept Plan report. Subject to my further review, the area south of King Street will be provided with new sanitary sewers discharging by gravity into the existing combined trunk on King Street West or into the High Level Interceptor, also located on King Street West.

The design parameters shown on page 10 of Appendix B are generally acceptable. The peak sanitary flow obtained through the Harmons formula should, however, be checked against the flow calculated by the City chart and, for design purposes, the higher of the two should be used.

5. Water Distribution System

The proposed system as presented is acceptable. However, more local watermains may be needed on the new streets. This assessment should be reviewed by the applicant's consultant subject to the finalization of the Land Use and Street Plan."

BLOTT FEJÉR
Barristers Solicitors

Counsel:
Carl M. Solomon

Telephone (416) 364-7707

Telex Nº 06-218977
Telecopier (416) 364-7736

Suite 400
National Bank Building
150 York Street
Toronto, Ontario
M5H 3S5

R. 3

Please refer to file no 91/938

July 16, 1985

DELIVERED

Alderman Michael Gee
Chairman
Land Use Committee
City of Toronto
City Hall
Toronto, Ontario
M5H 2N2

Dear Mr. Chairman,

Re: Item V.1 - L.U.C.
Massey Ferguson Lands, Toronto

We are solicitors for Massey Ferguson with respect to the proposed redevelopment of the lands on King Street West. We understand that your Committee will be considering the report submitted by the Commissioner of Planning and Development which proposes goals and specific objectives as guidelines for the preparation of a concept plan for the redevelopment of the lands.

We have no objection to the concept of broadly formulatd goals and objectives as guidelines so long as, in fact, they are understood to be just that; guidelines to be interpreted with flexibility. We are concerned, however, that some of the objectives are formulated so specifically and narrowly that they will act as a hindrance to the preparation of an appropriate concept plan. Our concern is based on a number of factors, some of which are implicitly reflected in the Commissioner's report.

Firstly, as the report admits, staff are unfamiliar with this kind of development and are therefore proceeding "cautiously". Massey Ferguson is actively negotiating with a number of major potential users for this property and has the benefit of a detailed survey recently completed by its consultants. One of the most important and revealing aspects of these negotiations and the survey data is the great extent of growth and change that characterizes the requirments of users in the technology-intensive industries and in particular, the computer industry. It is vital, therefore, that the concept plan provide the necessary flexibility so that the development can meet this requirment for a dynamic change and growth.

Secondly, as noted in the Commissioner's report, staff is of the opinion that considerable work remains with respect to a number of important aspects.

While we support the broadly formulatd goals, we are concerned with the specific objectives and would suggest that they should remain staff guidelines and that it is neither necessary nor appropriate that they be adopted by resolution of your Committee or Council of the City at this time. We would like to have more time to consider this issue and perhaps discuss it further with the staff. Accordingly, we would request that this matter be deferred to the next meeting of Land Use Committee.

We would recommend the following motions:

1) The matter be deferred to the Land Use Committee meeting of August 14, 1985.

2) The applicant and the staff meet to resolve these concerns prior to that meeting. And further, if there are any changes to the report, that staff consult other interested parties.

Respectfully submitted.

Yours very truly,

ALLAN S. BLOTT, Q.C.

lm

105 Southwood Drive
Toronto M4E 2V1
16 July 1985

R.4

Chairman and Members
Land Use Committee
2nd Floor
CITY HALL

Dear Chairman and Members:

Re: Item V - Massey Ferguson Lands

With the submission of the Planning Department report concerning the Massey Ferguson lands to your Committee on July 17th, the public knowledge of what the landowners' intent for the site has not progressed in the least from the day the Economic Development Committee last considered the matter on April 19th. Three months have elapsed and Massey Ferguson is still asking the City to buy a "pig in a poke".

Therefore, approval of Recommendation 3 before you would be in order; Recommendations 1 and 2 in the current report do not warrant consideration until such time as the developer submits a substantive re-zoning application.

To review just a few aspects of the current situation, let us first consider that the developer has stated very little about its intentions for the site. The promises of establishing a high-tech centre, based on computer related uses, have never been fully fleshed out. At first, the developer stated that all proposed uses would be permitted under the existing zoning and official plan. Then the Buildings Department rendered an opinion on proposed uses which did not concur with the developer's view. Now it appears to have been conceded that re-zonings will be required (see p. 8, "Uses").

What does Massey Ferguson really propose for the site? Having followed the discussions for about a year now, I must say that I have no idea. Apparently, your Planning Department is also unclear: "At the present time, we do not have a concise idea of the specific types of industrial uses that Massey Ferguson would like to attract to its lands", and further, Planning staff refer to "the rather vague delineation of industrial uses that has been suggested to date".

In the earlier presentation by IBI, it was suggested that evidence would be offered to indicate the types of jobs, particularly in high-tech fields, which might reasonably be attracted to the site. No

... 2

evidence was presented to the Economic Development Committee, nor presumably, has it been presented to the planners or to your Committee. Humber College published the results of its 1984 labour market needs survey in January of this year, and President Gordon of the college, and a member of the Economic Development Committee, could likely obtain copies of that report for the City. If the developer is otherwise unable to support the contention that the proposed development can deliver some reasonable number of the jobs being promised, then the City should not be rushing approval of this proposal.

The Planning staff have done an admirable job developing the goals and objectives proposed for the site. Unfortunately, the exercise is futile until the developer can come up with concrete proposals. How can the City approve, for example, specific built form objectives (Section 6) when the staff have stated that

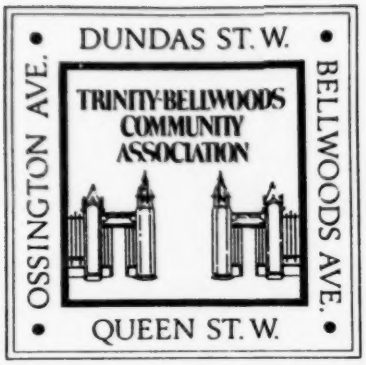
> "I also do not feel that we know enough about the proposed to conclude that a particular scale and design of building is required (p. 13)."

As the report notes, "much has yet to be finalized" (p. 1). The developer has yet to prove that real manufacturing uses will be retained on the site, a condition that the Planning Department recommends (p. 10). Until such time as the developer fulfills the requirements of Recommendation 3 of the current report, the Land Use Committee should defer any consideration of Recommendations 1 and 2.

Yours truly,

Dale Munro

Dale Munro



R. 5

Presentation to:

Land Use Committee
City of Toronto

Re:
Goals and Objectives for the future development
of Massey Ferguson lands

Presented by:
Bill Holtzman
Member
Executive Committee
Trinity-Bellwoods Community Association
July 17, 1985

Introduction

The Trinity-Bellwoods Community Association represents residents living in an area bounded by Queen Street West, Ossington Avenue, Bellwoods Avenue and Dundas Street West.

Association policy is set by an Executive Committee of 12 residents who are elected at a yearly annual meeting. Executive meetings are open to the public and take place at least once a month.

As Trinity-Bellwoods Community is located one block north of the proposed Massey development, the community and its association have taken an active interest in this project.

Over the past 15 months, more than eight meetings have been held with Massey Ferguson representatives, city planning officials and the general public. The Association made an extensive presentation to the city's economic development committee when the initial development concept was proposed.

Overview

As the stated purpose of Land Use Committee's meeting is to review the proposed "goals and objectives" the Association will **not** comment on materials contained in pages 1 through 19.

In broad terms, the Association agrees with many of the proposed goals and objectives, disagrees with several fundamental points or requests specific language to avoid an confusion or ambiguity.

Specifics

The Association will not comment on specific goals and objectives which it supports but has specifically rewritten those goals and objectives which require change or clarification.

#4.5
(Housing)

The Association accepts the proposed housing element but feels the density and placement of that housing needs clarification:

"Residential uses should be encouraged between the adjacent residential community (South side of Adelaide Street between Shaw Street and Strachan) and the predominant industrial activities to be established on the lands as outlined on Map 9, provided that such residential uses are limited to a density of one times coverage and are consistent with the existing zoning for the surrounding residential neighbourhood and are dedicated to single family dwellings and/or senior citizen housing."

#4.4 & #4.7
(Office content)

The Association feels that specific wording should eliminate any possibility of "stand alone" office towers which are independent of industrial activity and proposes to delete #4.7 and expand #4.4 to read:

"Industrial buildings may contain non-industrial uses such as office administration, marketing and general support services provided that these uses are related to and incidental to the primary industrial activities contained within the buildings and that such non-industrial uses are not to exceed 25 percent of the gross floor area of the non-residential buildings on the land."

(Traffic)

One of the Association's biggest concerns regarding the proposed development is the potential impact of additional traffic on the surrounding community. To focus concern on this point, the Association recommends a series of clarifications and/or mandates for the development.

#5.4

"Road traffic patterns should not encroach on the surrounding residential areas and should not result in any increase in traffic on local streets which are already overtaxed."

#5.5

"Main access to the interior lands should be from the south provided by the way of a limited number of key connections with existing arterial and collector streets. This critical concern requires continued community input."

#9.3

Measures to accommodate automobile access to the lands should restrict access to the arterial and collector streets, in particular Dufferin, Strachan, Ossington, Bathurst, King and Queen Streets. Shaw Street, north of Queen is **not** to be considered an arterial or collector street.

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"Measures should be undertaken to ensure that increased traffic associated with the redevelopment of the lands not disrupt the surrounding area and, in particular, ensure that local streets only accommodate local traffic. Before the concept plan is approved, a comprehensive traffic control plan should be put into place to protect the surrounding area."

#6.7
(King/Shaw focus)

The Association strongly disagrees with the proposed "primary focus" at the corner of King and Shaw Streets and believes that such a fundamental decision has not received adequate justification and/or discussion.

The Association proposes the following goal:

"The maximum height precinct should be focused on the southern extremity of the development and not along King Street. The **maximum** building height at this location should be 64 metres (210 feet). The average density of the site should not exceed the 4.25 coverage which is recommended by the City planning staff."

Conclusion/Public input

To ensure continued public input, the Association proposes the revision of Recommendation #2:

"That the Commissioner of Planing and Development be authorized to continue working with the representatives of Massey Ferguson, the Niagara Community Association and the Trinity-Bellwoods Community Association in preparing a concept plan that is in keeping with the above-mentioned goals and objectives.

By incorporating the aforementioned revisions in the proposed "Goals and Objectives", the Association feels the Land Use Committee will take an important first step to ensure community input and ultimate support of the proposed Massey Ferguson development.

Discussion Notes

Presentation to:
Land Use Committee
City of Toronto

Re:
Goals and Objectives for the future development
of Massey Ferguson lands

Presented by
Bill Holtzman
Member
Executive Committee
Trinity-Bellwoods Community Association
July 17, 1985

- Introduction: Trinity-Bellwoods Community Association;
- Massey Ferguson & Trinity-Bellwoods;
- Specific focus on Goals and Objectives-- Association will not comment on materials in pages one through 19-- still tentative in nature;
- Agree with many of the goals and objectives but will only comment on several key points- asking for clarification or deletion;
- Association supports housing content but feels it should be limited to southern side of Adelaide Street between Shaw and Strachan. Density should reflect surrounding community-- one times coverage, single family dwelling or senior citizen housing;
- Office content should be limited to industrial usage on the site and provisions should be made to block any stand alone office towers;
- Total office space allowed should be no greater than 25 per cent of the gross floor area of non residential uses on the lands;
- Traffic is a major concern and the Association asks that item numbers #5.4, #5.5, #9.3 and #9.4 be changed to safeguard the surrounding community;

- The Association disagrees with the proposed "primary focus" at King and Shaw and believes the major focus on density should occur on the southern extremity of the site and only then should a maximum height allowance considered-- e.g. 210 feet. The Association believes that not enough justification or discussion has gone into the Shaw/King "focus";

- The Association feels that the Commissioner of Planning and Development should be required to gather continued public input from the Niagara Community Association and the Trinity-Bellwoods Community Association.

Presentation to:

Land Use Committee
City of Toronto

Re:
Goals and Objectives for the future development
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